DOCUMENT RESUME

ED 040 504	24n	EA 002 921

AUTHOR	Ferguson, Donald G.; And Others
TITLE	Models for Pupil Services in Elementary Schools. Final Report.
INSTITUTION	Maryland Univ., College Park.
SPONS AGENCY	Office of Education (DHEW), Washington, D.C. Bureau of Research.
BUREAU NO	BR-8-0451
PUB DATE	Nov 69
CONTRACT	OEC-3-8-080451-0042 (010)
NOTE	142p.
EDRS PRICE	EDRS Price MF-$0.75 HC-$7.20
DESCRIPTORS	Cocounseling, *Demonstration Programs, Early Childhood Education, Elementary School Counseling, *Elementary Schools, Guidance Services, Inservice Programs, Inservice Teacher Education, Instruction, Kindergarten, Parent Role, Problem Children, Psychological Services, *Pupil Personnel Services, Student Needs

ABSTRACT

The purpose of this study was to develop appropriate models for pupil services in elementary schools in districts of varying size, pupil population, and wealth. The models presented are derived primarily from an indepth study of exemplary projects in 20 school districts, and are currently operational. The report includes models for the team conference system, two counseling programs in which school-based specialists serve all elementary school children in the district, a summer counseling program designed to assist in the transition from elementary school to junior high school, a program for prekindergarten children, several inservice training programs, and programs using auxiliary personnel and volunteers. It is suggested that effective pupil services must be part of a coordinated program operated on a district-wide basis. Models and guides are provided for organizing, administering, and staffing a pupil services department in a structure that stresses the interprofessional approach. The close interrelationship between pupil services and instruction is stressed as is the necessity for involving all staff personnel--including principals and teachers--to ensure that pupil services are within the mainstream of the total educational program. (Author/DE)

PRINTED BY THE STANDARD REGISTER COMPANY, U. S. A.

ED040504

BR 8-045
PA 24

FINAL REPORT
Project No. 8-0451
Grant No. OEC-3-8-080451-0042 (010)

MODELS FOR PUPIL SERVICES IN ELEMENTARY SCHOOLS

Interprofessional Research Commission on
Pupil Personnel Services
University of Maryland
College Park, Maryland

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November 1969

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Office of Education
Bureau of Research

EA 002 921

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RESUME

MODELS FOR PUPIL SERVICES IN ELEMENTARY SCHOOLS

The purpose of this study, performed pursuant to OEC-3-8-080451-0042 (010) with the Office of Education, was to develop appropriate models for pupil services in elementary schools in districts of varying size, pupil population, and wealth. The contractor was the Interprofessional Research Commission on Pupil Personnel Services, hereafter referred to as IRCOPPS. Incorporated in 1963, IRCOPPS members include 19 professional groups involved in the improvement of pupil services. This report was prepared by Donald G. Ferguson, currently director of IRCOPPS; Helen M. Gibbs; and Gordon P. Liddle, former IRCOPPS director.

This report is based on data and information from a variety of sources:

* A major source was an indepth study, funded by the National Institute of Mental Health, of pupil services in school districts identified as systems with exemplary programs. During 1967, IRCOPPS teams of from three to five experts visited the 20 districts so identified, taping interviews that totaled approximately 900 hours of tape and collecting quantities of materials giving details on programs.

* Continuing and ongoing activities of IRCOPPS to keep abreast of developments "in the field." These included (1) active participation in seminars, workshops, and professional meetings, and (2) planning and evaluation services to state departments of education and local school districts, using IRCOPPS personnel, Commission members, and consultants.

IRCOPPS believes that the best source of assistance for planning pupil services can be found in programs currently operative in some of the nation's public schools. The models presented in this report (the term model is used to mean something exemplary to be used as a guide for planning and decision-making rather than as a fixed mold or pattern) are derived primarily from the 20 districts studied in depth, supplemented by information derived from other systems. The models are operational.

The report includes models for the team conference system, which is the most effective technique yet devised for using preventive measures with children with potential problems and providing assistance to children with serious problems; two counseling programs in which school-based specialists work to serve all elementary school children in the district; a summer counseling program designed to assist all children make the transition from elementary school to junior high school; a program for prekindergarten children; several in-service training programs; and programs using auxiliary personnel and volunteers.

Effective pupil services at the elementary level, as at other levels, must be a segment of a unified coordinated program operated on a districtwide basis. In addition, pupil services should operate in the mainstream rather than on the periphery of the educational program. This report provides models and guides for organizing and administering a pupil services department or division and for staffing in a structure that stresses the multi- and interdisciplinary approach. The report spells out clearly the close interrelationship between pupil services and instruction and the necessity for involving all staff personnel, including principals and teachers, in order the better to ensure that pupil services are deeply involved in the mainstream of the district's total educational program.

I. INTRODUCTION

PURPOSE

The purpose of this report is to develop appropriate models for pupil services in elementary schools in school districts of varying size, pupil population, and wealth. It is concerned with those services in districts serving rural areas so small that budgetary and staff considerations make it imperative that they work through intermediate units; suburban districts, often affluent; and inner city school systems.

Pupil services are activities, carried on within school districts by professionals trained in a wide variety of disciplines. The purpose of providing these activities, services, or functions is to help assure that every child in the school system gets the most out of his educational program.

Pupil services can be defined in terms of functions or activities or in terms of the professionals who perform them. The professionals involved in exemplary programs in elementary schools include attendance personnel, counselors, the health professionals, social workers, speech and hearing specialists, psychologists, and psychiatrists. Some of the most common functions at the elementary level are: admissions and placement of pupils in appropriate learning environments; monitoring of activities; parent education and consultation, particularly in the child development, mental health and learning areas; staff consultation and inservice education activities with teachers and administrators in the aforementioned areas; school-community liaison; and assisting students in decision-making.

Two qualifications--or statements of point of view--will help to clarify the presentation in this report:

1. Education uses the term model, borrowed from R&D in business and industry, in more than one connotation. The most common at present is to mean "exemplary," as in the phrases a model school, or a model program. (Another use is in connection with computerized instruction--as, for example, the simulated models for the games used in teaching sixth graders economics developed by the Board of Cooperative Educational Services serving the school district of Northern Westchester County, New York.)[1]

   As used here, model is to be thought of as a guide to thinking, planning, and decision-making rather than as a mold or fixed pattern. While no individual and no school system can adopt in toto a given pattern, school administrators and educational agencies have found it very worthwhile to examine the experience of districts with exemplary pupil service programs. In this sense, models provide a meaningful framework against which a school system can measure its own performance.

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[1] The possibilities for effective use of the computer in pupil services are virtually limitless when the computer moves into the main stream of American education. School districts will then be able to produce more effective pupil records faster. They will also be able to construct simulation models to be used as business and industry uses them--i.e., to test the effects of alternate decisions.

2. Pupil services at the elementary level should not be conceived of as a series of activities planned to begin when the child enters school and to terminate when his transition to high school is achieved. If a school district wishes to plan an optimum program, it will provide pupil services for children from age three or four years into their post-high school years through a coordinated program.

   Though pupil services specialists hired to serve children in the elementary school should be moved out into the schools "where the action and need is," the program at the elementary level should be part of the district's total program, administered from the central office, with lines of communication always open.

IRCOPPS AND ITS RESOURCES

This report is prepared by the professional staff of the Interprofessional Research Commission on Pupil Personnel Services, an interdisciplinary group incorporated as a nonprofit corporation in the District of Columbia. The member organizations include nineteen professional groups involved in the improvement of pupil services.

American Academy of Pediatrics
American Association of School Administrators
American Dental Association
American Medical Association
American Nurses Association
American Personnel and Guidance Association
American Psychiatric Association
American Psychological Association
American School Health Association
American Speech and Hearing Association
Association for Supervision and Curriculum Development
Council for Exceptional Children
Department of Elementary School Principals
International Association of Pupil Personnel Workers
National Association of Secondary School Principals
National Association of Social Workers
National Education Association
National Association of Pupil Personnel Administrators
National Catholic Educational Association

The Interprofessional Research Commission on Pupil Personnel Services (hereinafter called IRCOPPS), incorporated in 1963, was formed.

1. To provide leadership services to local school districts, to state departments of education, and to university training programs.

2. To accelerate research on methods of responding to the developmental and remedial needs of school children.

3. To coordinate and facilitate communication among the pupil services professions and between these professions and teachers, administrators, researchers, and practitioners.

Each member organization appoints or elects two representatives to the Commission. They meet twice each year for two and one-half days, and other meetings of the whole or special committees are called as deemed desirable and necessary by the projects underway. Commission members of the professional organizations have worked closely with the professional staff to achieve interprofessional research into major educational problems with regard to more effective development and use of pupil services.

Bringing their specialized backgrounds to work sessions means that IRCOPPS has been able to tackle the major concerns of pupil services and education, and of youth in general, from a far broader viewpoint than is generally the case. The Commission representatives brought to the discussion work sessions the experience of professionals in their areas, and helped to identify and design specific projects and proposals. In addition, certain members often participated in collecting data, analysis, write-up, and dissemination of findings.

ACTIVITIES OF IRCOPPS

IRCOPPS activities since 1963, which have provided the materials and information on which this report is based, fall into three broad categories: research programs, evaluation and planning services, and dissemination of information.

Intensive Study of the "Best" Pupil Services Programs

Beginning in October 1966, the Commission embarked on a research study through which IRCOPPS teams visited 20 school districts identified by their peers as systems with strong programs in pupil services. This study was undertaken for a variety of reasons, primary among which was (1) that the IRCOPPS Commission thought that the future of pupil services can and should be built on the best from the past, and (2) that requests from individual school districts and state departments of education for assistance were pouring into the Commission office. Some requests were for evaluations of programs in operation, while others were from districts with uncoordinated programs seeking assistance in coordinating and giving leadership to the guidance, mental health, and other services currently provided for children.

This study project, which was funded by the National Institute of Mental Health, consisted of five parts:

1. Identifying the "best" pupil services programs throughout the Nation.
2. Selecting 20 programs that would insure geographic and size distribution for site visitations by interdisciplinary IRCOPPS teams.
3. Conducting an analysis through observation and interview of these programs.
4. Setting guidelines and goals for pupil services through Commission member interaction.
5. Publishing and disseminating the findings.

To begin the study, 700 prominent educators from all segments of education were asked to nominate districts which in their judgment had outstanding pupil services programs. Of the 40 districts nominated 10 or more times, 20 were selected as being representative of the nation's districts--the wealthy and poor; the large and small; the rural, suburban, urban and inner-city. The districts selected represented a cross section of the nation.[1]

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[1] The districts studied (all "operating" districts) were as follows:

Fewer than 6,000 pupils	Port Chester, New York
6,000 to 12,000 pupils	Jamestown, New York
	Lexington, Massachusetts
	St. Louis Park, Minnesota
12,000 to 25,000 pupils	Jordan School District, Sandy, Utah
	Hartford, Connecticut
	Newton, Massachusetts
	Palo Alto, California
25,000 to 100,000 pupils	Cedar Rapids, Iowa
	Charlotte-Mecklenburg, North Carolina
	Cincinnati, Ohio
	Denver, Colorado
	Long Beach, California
	Madison, Wisconsin
	Phoenix, Arizona
	Pinellas County, Florida
	Rochester, New York
	Tacoma, Washington
Over 100,000 pupils	Atlanta, Georgia
	Baltimore County, Maryland

Between January and November of 1967, teams of three to five persons--all educational experts, including personnel on the IRCOPPS central staff and other educators--visited all 20 districts. The teams spent an average of 14 man days in each district interviewing producers and consumers of pupil services. They interviewed hundreds of pupil service specialists, administrators and teachers, children and their parents, as well as representatives of community groups and agencies.

The purpose of the interviews was to secure information that professional and lay leaders of schools everywhere could use to improve the quality of their services to children. Upon completion of the data collection phase of the study, approximately 900 hours of taped interviews had to be analyzed and reported.[1] Team members brought back to the central office quantities of materials giving details on programs that needed to be studied.

This study project provided an in-depth picture of pupil services as they operate in 20 of the school districts providing "good" pupil services programs. It was the first in-depth study of exemplary pupil service programs being operated by school systems throughout the nation. The data collected has been used as a major source of information used in this report. To ensure that information used is current, key personnel in many districts visited have been contacted recently, particularly those districts with programs in their elementary schools that include "exemplary" features. Though this study of the 20 districts is an important source of information, all other sources of information available to Commission staff members have been used.

Evaluation and Planning Services

IRCOPPS has been providing evaluation and planning services to state departments of education and local school districts, using teams of Commission members and consultants. Contacts with specialists "in the field" who are striving to improve pupil services in the nation's schools have proved to be an invaluable source of details concerning exemplary practices in elementary programs for this study.

Major studies include one of pupil services in Massachusetts for the Massachusetts Advisory Council on Education, and one on special education and pupil services for an Iowa intermediate school district composed of five merged county systems. In-depth studies evaluating current services and advancing recommendations for improvement include those made for the public schools in Dayton, Ohio; Worcester and Newburyport, Massachusetts; Brighton, New York, Washington, D.C.; and others. In addition, IRCOPPS personnel have provided similar planning, evaluation, and consultation services with university training programs throughout the nation. (A chronology of the various services is included in Appendix A.)

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[1] Publications resulting from this study include: (1) Gordon P. Liddle and Donald G. Ferguson, Pupil Services Department: Functions, Organization, and Staffing (Washington, D.C.: Educational Service Bureau, Inc., 1968); (2) "Progress in Pupil Services," Bulletin of the National Association of Secondary-School Principals, January 1968; and (3) Frances S. Mullen, Educating Handicapped Children (Washington, D.C., Educational Service Bureau, Inc., 1969).

THE PROBLEM

There is an urgent need for assistance and leadership in the formulation of pupil services in school systems throughout the nation. The need is particularly acute at the elementary level.

The Needs of the Nation's Elementary School Youth

Every elementary classroom teacher has two or three, and perhaps more, youngsters whose progress is of concern to her and who have problems (or potential problems) requiring the special help of one of more pupil service specialists. In many inner-city elementary schools, the teacher may find that virtually all pupils in her classroom need special assistance. In few school systems, can the youngster and his teacher get the help needed as soon as the need is recognized.

Further, the American dream is that every child is entitled to the best educational experience of which he is capable. If this mandate is accepted, then pupil services should be planned to serve all children--those with problems, the average child, and the gifted or academically talented.

The number of pupil service specialists who serve the nation's elementary school children is now significant and increasing. However, in virtually all of the nation's school systems, their number is not sufficient to meet the needs of youngsters with problems (let alone all students). An adequate program calls for a nucleus staff of school-based personnel (a counselor and nurse as a minimum) who are available to teachers when they need them, plus the services of other specialists such as psychologists and school social workers who usually serve more than one school.

A nationwide survey of pupil services, based on a stratified sampling technique, made by IRCOPPS in 1964-65, was designed to glean information on (1) the percentage of elementary schools served, and (2) the availability of specialists to teachers. In responding to the survey, 302 elementary school principals indicated that their schools were served by the following pupil personnel workers: counselors, 32 percent; physicians, 39 percent; social workers, 45 percent; attendance personnel, 53 percent; psychologists, 65 percent; speech and hearing specialists, 77 percent; and nurses, 89 percent. However, the percentage of teachers in the same schools indicating that their school was served by each type of pupil personnel worker was significantly lower.

When specialists serving a given school were asked whether or not they were readily available to teachers, more than 90 percent indicated that they were. However, teachers saw these services as much less available. For example, 98 percent of the social workers said that they were readily available, but only 59 percent of the teachers agreed; 60 percent of the psychologists indicated availability, but only 37 percent of the teachers agreed. Teachers want more help than they are getting. In answer to a multiple choice question relative to the way in which pupil services work together, almost a third of the teachers indicated that they didn't know.

Obviously, the data from this survey is now out-of-date, notably because Title I, ESEA, funds have been used mainly at the elementary level, in many instances to "saturate" target-area schools with pupil service specialists. The results of the survey, however, are indicative of a situation that persists today in most of the nation's elementary schools.

Startling as conclusions are, they do not reflect the "whole picture." In virtually all of the nation's school systems, pupil service specialists serve elementary school children on an itinerant basis, and in too many school districts , they serve, not on a regular schedule, but on a "hit and run" basis. In general, the specialist who serves on an itinerant basis (1) can reach only children with problems, (2) just spread his efforts so thin that he cannot demonstrate what he can do, and (3) has little opportunity to strengrhen the relationship between himself and the teacher who is the principal agent for change.

The visits of the IRCOPPS teams to 20 school districts with exemplary pupil personnel programs and continuing contact with experts in pupil services on a nationwide basis supports the conclusions just set forth.

The Problem of the School Administration

This is a crucial time in the development of pupil services in elementary schools. As a main component in the school district's overall structure, pupil services for elementary school children has come onto the educational scene very recently, and school administrators have had little significant experience with programs, services, or techniques that are effective at the elementary level.

When a school system is preparing to initiate a new program, the responsible administrator or administrators usually seek a relevant model or models. One cannot be found in the programs and experience of secondary schools, too many of which concentrate on moving students toward the right job or the right college--or on "last ditch" remedial efforts to help a student with problems that could have been prevented or at least alleviated if appropriate pupil services had been available during his early years when both he and his parents are most amenable to change. The emphasis in an elementary program should be on "getting kids off to a good start."

The Problem of a Model or Models for Elementary Pupil Services

If one asks where an "in operation" pupil services program for elementary school youngsters that can be termed "ideal" can be found, the answer is that there is none. Such a program should embody these features:

1. Services should be provided for all children in all elementary schools, not merely those with problems.

2. In the individual schools, services should be provided by school-based specialists who are "on hand" to provide assistance to children, their teachers and principals, and their parents when needed.

3. Provision should be made for staff development and inservice training of adults significant to the child--his teacher, who is the primary change agent for an elementary school child; his principal; and the pupil service specialists themselves.

4. The approach should emphasize prevention.

5. The approach should go beyond improvement of the child's learning performance to student development.

All of the 20 school districts visited by IRCOPPS study teams offered some services to elementary school children, and all include some good features. A few districts are operating elementary programs and are outstanding in that they meet the first four criteria indicated--especially Palo Alto and Long Beach, California; and Lexington, Massachusetts, with the public schools serving Baltimore County, Maryland, "close."

The Models Proposed

The following statements may be made concerning the models proposed in this report. They are, as indicated earlier, to be considered guidelines for planning and decision-making.

1. A primary source is the "best" or exemplary programs, activities, and techniques in the school districts visited by IRCOPPS study teams. This was supplemented by information derived from other systems.

2. Our models are from "operating" programs that have, except where so indicated, been ongoing for a period of years.

SUMMARY AND RECOMMENDATIONS

School officials can learn much to aid in planning services at the elementary level--or in expanding programs already operative--from a study of the "best" on which they can build their own "model" or program, utilizing recent advances in technology and staff utilization. They will be wise to devote their energy and resources to adopting effective practices, adapting them to the local situation and resources available, rather than to a search for the elusive "model" that can be transported in toto. The foregoing should be borne in mind when considering the following summary of conclusions and recommendations:

1. Pupil services should expand beyond the present problem-centered emphasis and intensify efforts in problem prevention (which can be tackled best in the elementary grades), in research, and in the application of findings to school programs.

2. Pupil services in the elementary school should be viewed in its place on the continuum of a program that serves children from at least kindergarten (and preferably prekindergarten for disadvantaged children) through high school, and including post high-school follow-up.

3. Pupil services should be planned for on a coordinated districtwide basis.

4. They should be in a separate department or division within the school system, administered by a well qualified individual, who has an appropriate title (either assistant superintendent or director) and preferably reports directly to the superintendent. He should have cabinet status.

5. The organizational structure of the department should focus around program objectives (child study, etc.) rather than on disciplines, or units of specialists.

6. The objectives of the department--and all its components--should be redefined to replace the current emphasis on improving academic performance to reflect student development, which will be the focus of the future.

7. Pupil service specialists--and this is particularly true at the elementary level--should not be limited by their traditional roles. One specialist, whether he be counselor, psychiatrist, or social service worker, can meet most of the needs of young children.

8. The specialists, many of whom have been trained as clinicians who work on a one-to-one, face-to-face remedial settings (a setting rather foreign to the school's emphasis on the group and developmental approach) must adjust to the school situation.

9. To provide the services children need, pupil service specialists must work with children's teachers, principal, and parents. This is particularly true at the elementary level, where children are usually not yet confronted with decisions about college or vocational selection.

10. By using auxiliary personnel (aides and volunteers) to assist professionals, the school system can free counselors, nurses, and others from nonprofessional tasks--and at the same time get more for the taxpayer's dollar.

11. The specialists should be building-based (for an elementary school with 600 children, a counselor or consultant and a nurse are recommended). At the elementary level, they should be supported by specialists (psychologist, school social worker, and others), who may be based at the central office or an administrative component of the school system, depending on its size.

12. At all levels, inservice training of teachers and pupil service specialists is a must. In the elementary school, where the classroom teacher can be more effective as a change agent than other persons, this training is particularly important.[1]

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[1] Many of the recommendations closely parallel the 14 consensus points derived from the IRCOPPS study, and included in this report as Appendix B.

II. PUPIL SERVICES AND THE EDUCATIONAL PROGRAM

Pupil services are a series or group of activities, functions, or services designed to help each student in the school system get the most out of his school program. They are the services performed by specialists trained in a wide variety of disciplines.

Services today considered one aspect of a school district's pupil services program are not exactly new. As early as the 1850's, some states began to hire attendance workers to enforce compulsory attendance laws, and nurses appeared on the school scene to help control communicable disease. Recently, and particularly during the last two decades, school districts have been hiring social workers, speech therapists, psychologists, and others, making it possible to provide expanded services.

All are highly trained professionals, some of them so new to the educational scene that they are at times referred to as "nonschool" people (physicians, psychologists, and psychiatrists). In school districts that place a high priority on meeting the needs of the individual child, these specialists are being grouped into a department of pupil services under one "umbrella." The next section of this report discusses the department and its relation to the formal administrative organization of the school district. Here we are concerned with what pupil service specialists do in support of the school district's educational program.

INTERDEPENDENCE OF PUPIL SERVICES AND INSTRUCTION

Learning is the business of the school--or better yet, the child learning. Though all learning does not take place in the classroom, instruction is, and will continue to be, the central and vital function of a school system. The teacher, however, is no longer considered a singular reference, but a member of a team of professional educators whose responsibility it is to pool their talents to provide each child those learning experiences most suited to his learning needs and abilities. The role of the elementary teacher in a pupil services program cannot be overstressed--in helping the student, he will be a key agent, and perhaps the principal agent, for change.

In an effective pupil services program, teachers and pupil service specialists each strive for the same ends, working from different points of reference. The teacher seeks to communicate the experiences of others as they relate to the child. Pupil services specialists seek to involve the child in an examination and analysis of his own experiences as they relate to his feelings and to the decisions he is making.

Pupil service specialists are made available by schools to help students attain their maximum personal and educational development. In these services the professional focuses his attention on the pupil as an individual. He assists the individual in understanding his skills and limitations; in wisely interpreting the meanings of these factors, the objective world, and his personal preferences in making decisions; and then in accepting responsibility for the consequences of these decisions. The pupil services specialist is interested in both preventive and corrective services for all students regardless of their level of ability, achievement, or adjustment.

Areas of Chief Responsibility

Both teachers and specialists are concerned with the child's instructional program and his personality development. The difference is in the area of responsibility. Central responsibility for the development of intellectual power and cognitive growth rests with the instructional program; central responsibility for adequate self-concept development by pupils rests with the pupil services specialists. It is important to emphasize the fact that pupil services are designed for all pupils and are not limited to--although they do include--work in remedial, corrective, disadvantaged, and crisis-oriented situations.

Role of Pupil Service Specialists in Instruction

Pupil service specialists have been called facilitators, and they have been regarded as persons hired by the school system to facilitate learning--to ensure each child a successful educational experience. But they can and should do more than this. Today in enlightened school districts, they participate in the instructional program.

Pupil service specialists can team with teachers to teach life adjustment skills--how to know "yourself" as a person; how to get along with others; how to make decisions. These skills can be taught, and teaching them involves the same processes as instruction in the 3 R's. The difference is the content. Instead of studying a subject or discipline, the child studies himself. The procedure adopted must permit each child to relate what is being taught to himself and his understanding of his life as he sees it.

The teacher and counselor can take a real life situation. For example, Johnny "got mad" at Tommy at recess, punched him in the face, and gave him a nose bleed. The purpose of the "lesson" should be to get the class, which already has the facts, to discuss alternative courses of action and their consequences. With both boys taking an active part in the discussion, the children could pose questions such as these:

* Should he go to the person in charge of the playground? (The children could discuss the need for "rules of conduct" when people do things together, what "authority" means, and that reporting a breach of good conduct does not involve being "a tattle tail.")

* Should he cry? (Children should be helped to recognize that crying is human--a natural outlet for frustration.)

* Should he "cool it"--react to the situation with his head rather than his feelings?

In such instruction, the teacher and counselor should act as catalysts and do as little of the talking as possible. If they do so, the children will pose questions, discuss them, and arrive at the best course of action.[1]

In one large district that employs a number of these specialists, they fan out into the elementary schools during good dental health week to teach classes or groups of classes good dental health. Visual aids are a tremendous help.

A classroom teacher in a ghetto school asked the school nurse for ideas about teaching nutrition. The nurse secured two cages and two pairs of rats, which the children were to feed over a period of six weeks, one pair a diet of potato chips, cokes, and the other a diet of whatever is good for rats. The children, their teacher, and the nurse watched the first pair of rats grow thin and listless, while the other pair waxed plump and saucy.

Growing up has never been easy. It has become increasingly difficult in these times of rapid and complex economic, technological, and social change, and of turbulence that reaches well down in society into the lives of young children--the advantaged as well as the disadvantaged. In enlightened communities, teachers, principals, and parents are recognizing that teachers cannot do the job alone. Within education today, instruction and pupil services have fused so that they may be regarded as complementary components of the educational program for the benefit of the children.

PUPIL SERVICES IN PERSPECTIVE

If pupil services and instructional personnel are to operate in true partnership for the benefit of children, it is essential that respective roles and the nature of the relationship be understood by the school administration, pupil service specialists, and the instructional staff.

A School Board Speaks Out

The position of the school board (or school governing body) on the matter under consideration will be of prime importance, for all school personnel, to a certain extent, take their cue from what the board wants and expects. The Board of Directors of the Tacoma Public

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[1] Materials for use in instructing children life adjustment skills are being developed by the Educational Research Council of America (Rockefeller Building, Cleveland, Ohio).

Schools, where pupil services have been given high priority for a number of years, and where a separate department exists headed by an assistant superindendent, adopted a policy statement in October 1962 clearly indicating the relevance of pupil services to the education of all children in the school system. That policy statement includes the following five items (emphasis added):

> * We reaffirm and further support a program of pupil personnel services as one aspect of the school district's legal and moral responsibility for amply providing learning opportunities for all children.
>
> * We recognize the need to identify and make educational provision for children of multiple, varied and changing characteristics.
>
> * We recognize the school's basic dependence on the home in the education of children, and will maintain the highest regard for the implicit consent for appropriate education which parents give to the Tacoma Public Schools when enrolling their children.
>
> * We define pupil personnel services as any service to the pupil, the teacher, and the parent, which helps them mutually accomplish the highest educational goals consistent with the abilities of the pupil.
>
> * We reaffirm our belief that in order to accomplish the goal of making "ample provision for the education of all children" this school board and the employees of this school district must be responsive - - - to the personal characteristics and educational needs of the children in the classrooms - - - to the desires of the parents - - - and to the requirements of a complex society.[1]

The View of Pupil Service Administrators

At its first national convention in 1966, the National Association of Pupil Personnel Administrators (NAPPA), recognizing the need for a policy statement that would serve as a focus of direction for professional leadership in pupil service administration and also serve as an operational guide for school administrators in program planning and operation, embarked on a study designed, among other purposes,

> "To set forth a working philosophy which will provide the framework within which pupil personnel services can function and contribute as an integral part of the total educative process."

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[1] The Tacoma school district was one of the 20 visited by IRCOPPS teams in 1967. The above quotation is from a Handbook on pupil services distributed to all personnel in the pupil services and instruction departments.

The resulting study, entitled Pupil Personnel Services: A Position Statement, may be regarded as an "official" position statement of NAPPA. Its content was discussed at succeeding national meetings, and the final publication approved by the association's executive board.[1]

After noting the challenging forces education faces today, and their relation to emerging concepts of American education and pupil services, the report stipulates that education is challenged by the necessity to (p. 3):

1. discover the individual needs of each child; attempt to adapt the educational program and methodology to meet those needs; and to recognize the essential identity of the needs of the individual to the needs of our society;

2. provide for children who require special programs and services because of handicaps related to a wide variety of factors--physical, mental, emotional, social, or economic;

3. establish the variety of educational programs and services required to enable all children to benefit more fully from the instructional program and from the total school experience, and to maximize the probability that they will lead a productive and satisfying life;

4. provide leadership and assistance in the adjustments necessary to live in a changing social, economic, and educational environment; foster understanding of the community and its importance; share in promoting reforms of the laws, institutions, and social structures which affect the child.

The development of pupil services, the report notes, "has become one of the significant ways in which the schools of America can meet these challenges," for pupil services are provided "to facilitate the goals of the schools . . . . The procedures differ in many respects from the structured procedures of the classroom, but they are an integral part of the total educational program." Along with classroom teachers and other educational personnel, pupil service specialists have "a deep concern with the school's efforts to (p.3):

1. create an effective climate for learning;

2. integrate and utilize all available information on each child pertinent to the educational process;

3. provide educational experiences appropriate to the unique characteristics of the individual pupil;

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[1] The study, published in April 1969, was prepared by Robert W. Stoughton, James W. McKenna, and Richard P. Cook. The chairman was Dr. Stoughton, treasurer of NAPPA (1969) and chief of pupil personnel and special education in the Connecticut State Department of Education.

4. help children develop appropriate aspirations and a positive self-concept;

5. protect each child's individuality, his right of self-determination and his right to be respected;

6. help each child achieve and to facilitate his optimal development.

The View of an Instructional Administrator

As the head of the instructional program, the school district's chief administrator for instruction (titles differ) influences the attitudes and understandings of personnel responsible for the instructional program, including central office instructional specialists, principals, and teachers. They will reflect his perception of the role of pupil services in the school district's total educational program.

In Tacoma, Washington, "the central function of the school district is to assist the child in his learning and . . . all of the resources of the school [including but not limited to pupil services] must be so organized that an appropriate plan of education can be developed for him," so writes Joseph P. Lassoie, deputy superintendent and head of the department of instruction and curriculum, in a study entitled Department of Instruction and Curriculum.[1]

Mr. Lassoie's study discusses not only the department of instruction, but also the work of that department as it relates to all activities of the school district. The following quotation illustrates not only the "interdependence of pupil services and instruction" in the district's efforts to provide every youngster attending its schools the best education possible, but also some of the problems involved in delivering the services of specialists to users.

> ". . . the classroom teacher is no longer considered a singular reference, but a member of a team of professional educators whose responsibility it is to pool their talents and experiences to provide those learning exposures most suited to his learning needs. Probably the most important educational development leading to the development of this new concept of the teacher's role has been greatly increased emphasis on pupil personnel services.
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> ". . . . The biggest obstacle to the development of a true partnership between instructional personnel and pupil service specialists has resulted from the way these people view their

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[1] Material cited is reprinted from the title indicated by permission of the publisher, Educational Service Bureau, Inc., Washington, D.C., copyright 1968.

respective roles. The transition from professional independence to professional interdependence is not easy.

"The teacher has a long history of functioning in a self-contained classroom, of being all things to all children, working in an autonomous school under an autonomous principal. In many districts, teachers and other individuals employed in instruction have concerned themselves with the educational needs of the large mass of students in the general programs; and they have a long heritage of viewing pupil service workers as those people to whom "kids with problems" were referred.

"As for the pupil personnel specialists, they devoted their energies to working with individual youngsters who had been referred to them because of extreme individual problems. Many of them functioned with the attitude that their specialized knowledge placed them beyond the level of the generalists in a school district. They often remained aloof from the general educational scene providing for all children. This aloofness was not, in many cases, a matter of professional choice. There were too few specialists to help too many youngsters, and virtually all the specialists could do was reach as many children as possible on "hit and run" itinerant schedules.

"This type of schism is one that a school district can ill afford. . . . . No longer can the classroom teacher pursue the attitude that more educational improvement would be gained by adding another teacher to reduce class load rather than adding an additional pupil services specialist so that specialized assistance can be increased in effectiveness. So, too, no longer should a pupil services specialist find support for an attitude that the instructional challenge in the classroom is outside of his sphere of interest and responsibility and that the kind of help that he can render is beyond the grasp of the general educator in the classroom and must therefore be reserved for the pupil.

"In Tacoma, efforts are being made to bridge the gap between the understandings of pupil service specialists and instructional personnel of their missions. Staff members in instruction and pupil services have come together in regularly scheduled meetings to search for lines of common purpose and to understand better the role and function of each. After general exploration of mutual concerns, topics of special interest were selected and joint committees formed to pursue them deeper. Work of the joint committees has formed the agenda for future meetings of the total group.

"The main deterrent to progress in this program has been the press of scheduled responsibilities for the individuals involved. But the group is determined to get ahead with its job and some progress has been made in the discussion of such topics as relationships between pupil services and instruction, relationships of district level workers in both departments to the principals and classroom

> teachers, curricular needs for the slow learner, and needed facilities in elementary schools for effective functioning of pupil services."

GOALS OF PUPIL SERVICES IDENTICAL WITH THOSE FOR ALL EDUCATION

The foregoing discussion should make one fact clear--the goals or objectives of all instruction or teaching and of all education are basically identical, namely, to further the district's educational program. The NAPPA position statement, cited earlier, recognizes this fact:

> ". . . The purposes of pupil personnel services are the same as the purposes of the total school program. The procedures used differ in many respects from the structured procedures of the classroom, but they are an integral part of the total educational program . . . .
>
> ". . . pupil personnel services have a philosophical base which is rooted deeply in the objectives of education. Collectively they [pupil services] exist not as an isolated entity, but as one of the several essential ingredients required in an educational program."

The primary goal of pupil services is to bring about behavioral change. But this is not a characteristic unique to pupil services. It is the objective or goal of all education and all teaching, for the only evidence of learning is a change in behavior and the only criterion against which to measure learning is behavior. What is unique is the role of pupil service specialists as facilitators in bringing about change.

When striving to bring about changes in the behavior of children, the school should know what changes it seeks and why. As the NAPPA points out in its position statement, the school is both an agent of change and a preserver of society.

Concern with individual differences among pupils requires that educators recognize the values of diversity and minimize the pressures toward a uniformity that destroys individual development. Only in this way can the potential of students be realized and only through individual development can society progress.

When endeavoring to bring about behavioral change in a child, the school should not aim for "change for the sake of change," nor should it seek the type of behavioral change needed to "fit the child into the mold." And in many instances, to provide a program suited to the learning style of the individual child, it may be desirable to provide a special program for him, one in which he can function as an individual and in which the behavioral change can occur that indicates he is learning.

At the same time it is endeavoring to serve as an agent of change, the school should also function as a preserver of society. This is particularly important in these turbulent days when many proponents of change advocate with no proposals for improvement. The NAPPA summarizes this need in the following terms:

> ". . . . Desirable social change emerges when the members of a society have a background of knowledge and an ability to think critically and creatively, using knowledge and understanding to make thought productive. A society is preserved when its members are able to understand its values and to develop individual values which are consonant with the best purposes of that society. The schools are a major social agency through which these purposes can be achieved."

THE THRUST OF PUPIL SERVICES

From its study of the 20 school districts with exemplary pupil service programs, study of other programs, research, and discussion, IRCOPPS identified five major operating areas of thrust at the elementary level. To these are added two areas important for long-range planning. The interested administrator can use these areas, which overlap somewhat, to decide on priorities and the direction in which a good elementary program should move. These areas of thrust, or if one wishes, goals or objectives, are not the sole province of pupil service workers, for personnel, including administrators, teachers, all other school employees--and even the children themselves--share responsibility. The areas listed, however, are those in which the school administration can expect pupil service workers to get results, and better results than could be accomplished without their assistance.[1]

1. Preventing problems
2. Attending to the needs of the troubled learner
3. Educating for better mental health
4. Preparing children to assume responsibility
5. Cooperating with parents and the community
6. Providing a "best fit" for all pupils
7. Providing for student development

Preventing Problems

A primary thrust for pupil services at the elementary level should be preventing problems. It is a primary area of thrust in a number of programs and activities mentioned or described later in this report, including preschool programs in Rochester, New York, and Cincinnati,

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[1] This discussion differs from a similar and earlier presentation published in Gordon P. Liddle and Donald G. Ferguson, Pupil Services Department: Functions, Organization, and Staffing (Washington, D.C.: Educational Service Bureau, Inc., 1968).

Ohio; counseling programs in the schools of Lexington, Massachusetts, and Long Beach, California (where school-based serve in the elementary buildings); and in six elementary schools in Montgomery County, Maryland, where a Title III, ESEA, program called Project FOCUS is operating. Part of the traditional kindergarten "round up," which takes place in the spring, "next years" kindergartners included intensive screening activities in various health areas, speech, and language.

For this to be a major thrust, and efforts to identify children with existing or potential difficulties successful, the school district needs staff members who can be sent into the elementary schools. If pupil personnel staff serving young children have to spread their efforts too thin, they will, of necessity, devote their time and energies largely to troubled learners.

Preventive measures are the most economical in terms of time, effort, and money. For the child, senseless hurt and frustration can often be avoided through proper early attention to such disabilities as hearing difficulties and vision difficulties. Today, beginning readers often use color--blue for short vowels and red for long ones, and workbooks ask the child to circle the yellow boat. Though between 3 and 3½ percent of first-grade boys do not have normal color vision, thousands of young men do not find out they are color blind until they take an army physical.

Attending to the Needs of the Troubled Learner

In each of the 50 states, education is held to be the birthright of every child, a privilege of citizenship enunciated in the school codes. Providing all children this privilege or opportunity is a joint responsibility of the school, parents, the community, and the child himself, who must learn to use his opportunities wisely and to take seriously his own responsibility in his education.

In most of the school districts IRCOPPS teams visited (17 out of 20), pupil services was responsible for operating programs for exceptional children--that is, those who, because they differ from the typical youngster in their physical, mental, social, or emotional makeup, cannot profit from the programs provided in regular classrooms without some sort of special provision. The special efforts of pupil service workers are essential on behalf of these unfortunate children.

For the troubled child who can get along in the regular classroom if given special assistance, pupil service workers attempt to spot the child as early as possible, to help him individually or in groups, and to assist his teacher. Much of the information included in the fourth and fifth sections of this report can be used as models for providing services to these children, their teachers, and parents.

Educating for Better Mental Health

Good mental health may be defined simply as the ability to live a good life and to make a contribution to society. Educating for better mental health is one of the prime objectives of pupil service specialists, who are often referred to as school mental health workers, in a collective sense. In some suburban communities where parents and the community are much concerned with life adjustment of their children, better mental health is a most important area of thrust.

It is now common knowledge that many cases of learning disability, school failure, and dropout have mental health roots and that early identification and effective counseling can prevent these problems. Good mental health can be taught just as reading, writing, and arithmetic. Many psychologists, social workers, and counselors realize that a child can be helped to understand himself, the environment in which he lives, and where he fits in. Pressures, frustrations, and anxieties are part of living today, and youngsters can be taught how to cope with these situations.

All help must be realistic. Mental health is the chief concern of pupil services specialists who in turn must help the classroom teacher, the key person in the mental health role. The class must have optimum conditions for learning; it must be a comfortable place where youngsters feel reinforced in their learning efforts.

Preparing Children to Assume Responsibility

Children have to be made aware of the value of an education and taught to take responsibility themselves for getting the best education possible. A birthright to an education does not mean that a child should sit passively in school so many hours a day, for so many days of a year, for so many years. This would be cheating the child of some of the most precious things of life. An education, after all, opens many doors to employment and to many ways to enjoy life. Parents, community and schools must not only shoulder their part of this responsibility, but they must see to it that the child takes his responsibility seriously.

Pupil services specialists are very much concerned with youngsters taking responsibility for their own self development. Assisting a child to understand himself, to set goals and to make decisions about his life are of major concern to pupil services. Preparing to be an adult is a developmental process involving skills and habits that can be learned. Such learning should begin at the kindergarten level, if not before. Getting the child to make simple decisions, encouraging initiative and curiosity, and helping the child meet and keep simple goals in primary classrooms is a fine beginning.

Cooperating with Parents and The Community

Education is not the school's job alone, nor can education, as many have stated, be left to the professionals. Much education and building of proper attitudes toward it occur in the community and in the family circle. At the same time, however, too much of the child rearing role has been "dumped" on the schools. It is under these conditions that the educator fully appreciates how much the family can do in working toward common goals for the youngster.

In the 20 districts visited, the increasing cooperation between school, family, and community are facilitating educational goals. This joining of hands has brought about updating of curriculum, a realistic preparation of children for the job market as well as for citizenship, and an attempt to enrich their lives in every way possible. There were still areas of dissatisfaction, which in itself denotes concern and spurs cooperation, but where parents and communities are actively involved in support of the schools, communication is improving.

In some districts, specialists and parents work together on special teaching materials. For example, in Lexington, Massachusetts, a speech therapist worked with parents of retarded children on language teaching material to be used at home while the school used the same material. In St. Louis Park, Minnesota (a suburban district near Minneapolis), a psychologist works with first grade parents in helping them to understand the reading instruction program and at the same time to learn how they could reinforce the reading instruction at home.

One effective procedure is the case conference where a child's teacher, principal, and various pupil services specialists meet with parents to discuss a handicap, a problem, or placement of the child in a special program. Parent-teacher conferences to report pupil progress are common, and many school districts are endeavoring to study and improve their reporting techniques.

Group meetings that help parents understand their children as well as themselves are flourishing. Rochester, New York, has a program called the Guided Observation Program, a most popular innovation for prekindergarteners with ongoing discussion groups for the parents. There were 40 groups, each led by a skilled leader. More groups are to be scheduled when funds and more skilled leaders are available.

Providing a "Best Fit" for All Pupils

The school districts visited by IRCOPPS--and scores of others throughout the nation--are aware of the need to spot the child with problems as early as possible, and much of the time and effort of pupil service workers is devoted to assisting these children and pertinent adults. It is not suggested here that services to these children who may be in a constant state of conflict or difficulty should be curtailed--in fact, they should be expanded.

But efforts to help elementary school children should not be limited to those with problems. They should be available to all children. Some programs designed to provide a "best fit" are operative. But they are predominantly demonstration projects or programs operating in one or a few schools, usually those serving disadvantaged children. This is a step in the right direction, but the goal should be "all children."

Pupil services should be available for all children, including the average child who seems to fit well in school, the highly motivated, and the academically talented and gifted. To fail to provide for the educational needs of these youngsters wastes talent and potential talent (and in fact, the highly motivated or academically talented may, if his educational program does not fit his needs, become so frustrated that he will develop problems--real problems).

In many school systems, pupil services has been moving in this direction. For example, child study, discussed in more detail later, has focused largely on the "kid with problems." It is now moving in the direction of studying all children, with a view to improving their educational programs.

Matching the child and his educational program involves two variables--the child and the school program. A few years ago, the best fit that could be provided an elementary school child was to place him by using information about his age, grade, and courses completed.

Today the situation has changed, but not enough. In most school districts, the program options are limited.

1. To provide the better education experience for young children, school programs have been stretched. But the scores of preschool and prekindergarten programs offered for young children are primarily for the disadvantaged.

2. School programs are changing through the introduction of nongradedness and team teaching. But few schools are affected. A recent survey by the NEA Research Division found that the self-contained classroom was clearly the prevailing pattern for classroom instruction in grades 1 through 6.[1]

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[1] See The Elementary School Principalship in 1968: A Research Study (Washington, D.C.: NEA Department of Elementary School Principals, 1968, p. 66.

3. The best prospects of increasing program options to provide educational experiences to "fit everybody" on the educational horizon are individually prescribed instruction and various types or modes of computer-assisted learning. The former is possible without a computer, though it operates better with one. Of the various types of modes of computer-assisted learning, the "ultimate" and the most difficult to achieve is computer-managed instruction, which is not yet a reality and in which the U. S. Office of Education is much interested. (Parenthetically, it should be stated the numerous regional laboratories and cooperative arrangements will provide services on a time-sharing basis for the school district too small to be able to afford or to need a computer.)

The foregoing is not intended to imply that pupil service specialists and administrators in school districts with limited options should "throw up their hands" and wait for educational programs to change. They should seek out and utilize every resource available. If a bright sixth-grade youngster has a special interest, such as airplanes, the stars, or the ocean, they might look for a volunteer, either retired or still working, with knowledge and experience in the field of the child's interest.

Providing a "best fit" for children means that someone in the school must be an engineer, an expediter, to coordinate all the information and all the people who will decide upon a proper program. Furthermore, this process is complicated in that the "best fit" must be continuously monitored, for no one knows if a program is the proper one for a particular child until it has been tried out and evaluated. As children change and program options change, so too must the decisions about what will be best for each child. Pupil service specialists carry a major responsibility today for expediting this task--and their responsibility will take on new dimensions when more options are available within the school. They can and should observe every child, prescribe in order to get the best program fit for the learner, and evaluate results.

Providing for Student Development

If providing a "best fit" for all elementary school youngsters in the school district is today a goal or target for the future, student development is virtually "pie in the sky." There is, however, evidence that student development as a major thrust of pupil services, though visionary today, is not an unreasonable vision. One large school system (Cincinnati, Ohio) recently changed the title or name of the department providing pupil services to Department of Student Development; and materials put out recently by other school districts indicate that they are beginning to move from the adjustive (the current approach of pupil services) to the adaptive and developmental.

The concept set forth here is in a developmental stage. It has a semantic basis.

Pupil, the term used by education for an elementary school student, comes from the Latin term pupillus (or pupilla, the feminine form), which is the diminutive of pupus, boy (or girl). Webster's Dictionary defines a pupil as a young person learning under the supervision of a teacher. Student comes from the Latin verb studere, meaning to "be eager about study," and Webster defines a student as one who studies or investigates. By implication, a pupil needs a teacher, and a student is one who can strike out on his own to learn. Not all elementary school children are pupils, and not all young people attending high school are students. The real student studies and learns all of his life.

Across the nation, school districts have shown much concern for curriculum development, staff recruitment and personnel programs, and running a good business operation. They have not given the same consideration to their end-product, the student or educated citizen. Some very knowledgeable persons have said that most other enterprises would be out of business if they paid as little attention to their product as do schools.

A major focus on student development will be possible only if schools meet certain requirements, including a comprehensive and systematically operated student information program, greater emphasis on quality control, and more attention to students when educational decisions are being made.

If student development is to be a school district's primary focus of thrust, the responsibility will be a shared one. Pupil services specialists serve as monitors and expediters. As mentioned earlier, student development is a new concept--but one to which forward-looking school administrators and pupil services specialists should give serious thought and consideration.

III. ORGANIZING, MANAGING, AND STAFFING

School districts vary greatly in size, resources, and needs; and appropriate arrangements for organizing, managing, and staffing will differ greatly. However, in all but the smallest school districts, which will, of necessity, look to intermediate units (and/or cooperate with one or more other districts) for assistance, a good arrangement will have these features:

* Pupil services will be a coordinated unit, tying together all services and programs under one "umbrella."
* The unit will be a major department of the district's organizational structure (titles differ from school system to school system).
* The department will be headed by an upper-echelon administrator with an appropriate title and status.
* The department will be organized with emphasis on services provided rather than on the disciplines in which the various professionals employed have been trained.
* Roles, lines of responsibility and accountability, and interrelationships will be clarified and understood by all concerned.

THE DEPARTMENT AND ITS ADMINISTRATOR

The school district wishing to put emphasis on pupil services will provide that these coordinated services go into a major department or component of the district's total organization or superstructure, and that the department is headed by a school official with appropriate title and status.

A Coordinated Unit--A Necessity

Creating a coordinated administrative unit provides a way to "bring under one umbrella" the numerous related noninstructional services for children and/or a means of welding the professionals providing those services into a team. There are many reasons why coordination is essential, and some of them will appear later. Here it should be sufficient to quote Danial W. Langson, Director of Child Welfare Services in Long Beach Unified School District. Long Beach, which went about coordinating pupil services immediately after World War II and completed the reorganization in 1948, is a pioneer in this respect.

1. To prevent wasteful duplication in the maintenance of records. The very nature of these services--special education, counseling and psychological services, attendance services, and

health services--require the maintenance of individual pupil files. School districts learned that when close coordination was not provided, each of the services, of necessity, maintained its own set of case files, which was (a) inadequate, or (b) an unnecessary duplication of other department files, and thus a waste of taxpayers' money.

2. To prevent wasteful duplication of home and school visits, case studies, testing, and consultant work. Before coordination, counselors, physicians, and nurses frequently screened and examined the same students; and nurses, attendance counselors, and even counselors were making home calls--and in a few cases arriving at the same door at the same time. Coordination insures the team approach at both the school and the district level.

3. To prevent friction, jurisdictional disputes; and to bring about coordinated effort in each child's case. Without this coordination school districts discovered that each of these services tended to develop a "little kingdom" with insecure, jealous specialists who were increasingly isolated from the main stream of education. Child Welfare Services includes a team of specialists from 21 (more or less) separate disciplines who must work shoulder to shoulder, if the job is to be done well and efficiently.

4. To facilitate communication, the heart of coordination. It was found that grouping of these special services under a single administrative head was highly desirable.

5. To help Child Welfare Services personnel see their special role in relation to the other school services and to provide for coordination between those services and services offered by community institutions and agencies.

6. To protect the superintendent of schools (and members of the board of education) from criticism arising from actions of individual staff members within a highly interdependent group of services. Without an administrator responsible for coordination and administration, it is difficult to place responsibility.

The Department in the District's Organizational Plan

The organizational pattern of most school districts has been structured over a period of time and developed in an additive fashion as new educational programs, problems, and challenges have demanded new personnel. In today's educational scene, pupil services is emerging as a major area of school administration and management, co-equal with the departments of instruction, business and finance, and staff personnel. If the district is so structured, the administrator in charge of the program reports directly to the superintendent (or to him through a deputy or associate superintendent). He is then a member of the superintendent's cabinet, with the advantages of that status.

This structure, in which pupil services is co-equal with other major departments (with variations to fit the local situation), was the prevailing one in the 20 school systems studied by IRCOPPS teams. It is the one recommended.

Another organizational pattern that exists in many school districts, pupil services is one division or component of the department of instruction. This mode of organization has the advantage of indicating the commonality of responsibilities of pupil service and instructional personnel--and the interdependence of pupil services and instruction.

The name of the department should be one that embraces all activities coordinated in the department, with due consideration to developing concepts of what pupil services is now and where it is going, and also to local usage and tradition. Either Pupil Services and Student Development or simply Student Development are the best titles to reflect long-range goals. The term Personnel lengthens the title, contributes nothing to the meaning, and, since it is used in reference to certificated and noncertificated employees, tends to confuse.

If the department includes special education for the atypical child who cannot profit in the regular classroom with special assistance, it may be desirable to use the title Pupil Services and Special Education. The title Department of Special Services is not recommended. If that title is used, the department may become, particularly in a small school system, a convenient "parking" spot for activities necessary for the school program but almost totally unrelated to pupil services (for example, the school lunch program or office services).

The Administrator--His Title and Status

The title for the administrator of pupil services should be assistant superintendent or director. The former is recommended. The latter is acceptable in school systems in which some second-echelon administrators are called directors, and administrators bearing this title are members of the superintendent's cabinet.[1] To give a specific example, the public schools of Port Chester, New York, a school system that serves 5,000 children and places a high priority on pupil services, has these three second-echelon school administrators reporting directly to the superintendent:

Assistant Superintendent for Instruction
Assistant Superintendent for Business
Director of Pupil Services

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[1] Consideration of salary differentials in districts using both titles is beyond the scope of this report.

It is also appropriate in a school district too small to afford more than two second-echelon administrators, as, for example, in this model:

Assistant Superintendent for the Educational Program

- Director, Instruction
- Director, Staff Personnel
- Director, Pupil Services

Assistant Superintendent for Business and Finance

At a later date, if the school system increases in size or wishes to place more emphasis on pupil services (or staff personnel), these directors can be made assistant superintendents.

The title coordinator is not appropriate, since it does not adequately convey the extent of the administrator's responsibility; and the title supervisor is still less appropriate. The use of either of these terms may result in an incongruous situation--directors of counseling, child studies being administratively responsible to a coordinator or supervisor. However, the problem of titles is not unique to pupil services, and many school districts need to study their middle management titles with a view toward revising them.

Job descriptions for three administrators of pupil services are given in this report as Appendix C, D, and E (the assistant superintendent in Cincinnati, Ohio, a school system serving over 90,000 students; Palo Alto, California, with 16,000 students; and Port Chester, New York, which has a student population of about 5,000).

Status and Its Relation to Program Excellence

For the administrator of pupil services, and also for all those in the department, interpersonal relationships and interaction are of paramount importance. Here, we are concerned primarily with the administrator and secondarily with personnel in his department.

1. Cabinet meetings.[1] If the administrator is a "regular" member of the superintendent's cabinet, he will be "in the mainstream" of the school planning and decision making, including consideration of new programs, of changes proposed in existing programs, and of the budget. The latter is of considerable importance in this day of increasing salaries for teachers (and others if they are included in

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[1] Though the term cabinet is used here for the superintendent's top-level council, practice differs from school system to school system. In one, it may be "executive committee," while in another "superintendent's team." In reality, the cabinet, including its name, composition, and the way it operates is frequently a reflection of the superintendent's personality.

contract negotiated). In more than one school system, money--or rather, the lack of it--has resulted in curtailing pupil services within the last two or three years.

The man with cabinet status can speak with a more authoritative voice at board meetings. In presentations before the board, audio-visuals are very useful--for example a filmstrip or tape of a team operation wrestling with the problem or problems of a particular child.

2. Other upper-echelon personnel. It has already been stressed that the functions of pupil services and instructional personnel are interdependent. If the two administrators are co-equal, the way will be smoothed for them to work in true partnership. If the administrator of pupil services is a third-level man in the department of instruction, it would take two very unusual men to establish and maintain the rapport essential to cooperation.

A second upper-echelon administrator with whom the administrator of pupil services must cooperate is the administrator for staff personnel. Since pupil services specialists are in short supply, and expanding programs entail hiring additional specialists, recruiting is not an easy job, and will not be in the foreseeable future. Recruitment and selection might well be a joint responsibility. In one school system where the administrators for instruction, pupil services, and staff personnel work closely together, the latter visits all institutions of higher education offering summer and year-long training programs.

The assignment of staff should be a matter of mutual consideration and consent, involving the administrators for pupil services, instruction, and staff personnel. When a specialist is to be assigned to a particular elementary building, it is imperative to consult the principal.

It is also essential that the administrator for pupil services be able to work cooperatively with the administrator of Federal programs. Many Title I schools are "saturated" with pupil service workers, and the same is frequently true of schools in which Title III programs are operating.

3. Departmental staff. One of the measures of the pupil service administrator's success will be how successful he is in tying together a group of specialists highly trained in a variety of disciplines--and very sensitive people at that--into a team offering services to children on an interdisciplinary basis. He will probably have in his department more than his share of prima donnas, as well as an individual or two who thinks that his discipline has most if not all the answers, and who is reluctant to consult and work with other specialists and community agencies.

School employees, particularly those with specialized training, like to report to an upper-level administrator, a characteristic common to many if not most professional workers. "Your importance to them seems to increase," one pupil services administrator reported if you have cabinet status, "and they can see more clearly how their ideas move up to the top levels of administration."

4. Principals. Building and maintaining good relationships with principals is very critical to the success of the program. "It is tragic," one administrator told an IRCOPPS team, "when we are unable to work together, when we get bogged down over jurisdictional disputes, for then the wrong people suffer the most--teachers and children who badly need the services." The administrator plays a key role, but the responsibility is not his alone. Every pupil service specialist, particularly those who serve in the schools, either on an assigned (school-based) basis or on an itinerant basis, shares the responsibility.

A last section of this chapter gives guidelines for techniques and procedures for building and maintaining good relationships between all pupil service specialists and principals and teachers. Here we are concerned only with the administrator's status and its effect on the program. What can the school administration do in this area?

First, principals are more likely to accept and utilize effectively the services of the specialists if the administrator has cabinet status. As one pupil service specialist stated the case: "When you work with a principal and he is aware that the administrator reports at cabinet meetings what you are up to, that principal not only understands the program more readily, but he is more apt to be accepting."

Second, the chief school officer can, and probably should, delegate to the administrator line authority within his area of operation. To explain, the administrator of pupil services is, as will be readily recognized, a staff school officer, in that he cannot reach down to tell the building principal how to run his school. But he will be in a position to be a more effective administrator if the superintendent delegates to him certain responsibilities in the area of pupil services. For example, if an elementary principal fails to utilize the time and effort of an elementary counselor primarily to work with teachers, parents and children--if he sees the function of a school psychologist as only administering tests--the administrator should be able to confer with the principal to explain functions and the program without going through scalar-chain-of-command channels.

INTERNAL STRUCTURE OF THE DEPARTMENT

The department should be organized to provide for (1) the interdisciplinary approach, (2) decentralization, (3) increased emphasis on child study, and (4) more work with parents.

Interdisciplinary Approach

To date, most pupil services departments have been structured so that the departmental units (here called divisions) are usually organized on the basis of disciplines--that is social work services, psychological services, attendance wervices, etc., each headed by a coordinator or director, if the department is large. Once can only ask: "Did this pattern of organization evolve because the district was attempting to utilize the pattern for services in secondary schools to a department that should serve all children in the district?"

The department should be organized to focus on functions rather than disciplines. Planners should ask themselves "what pupil service tasks or functions require the expertise of such specialists as counselors, psychologists, social workers, health specialists?" rather than "what role do the different specialists play?" The school district that organizes the department in "discipline" units runs the risk that specialists will view their roles in terms of the area of their training--and have difficulty in seeing themselves as members of the pupil services team, a point of view essential to the operation of services at the elementary level.

For the administrator seeking a model for units in the department, these examples may be cited (because we comment on the divisions, the school districts are not identified):

School district A, which is a large one, recently reorganized its department into five major divisions:

1. Psychological services. The purpose of this division is to provide a wide variety of child study services. The title used tends to focus on the functions of psychologists, though the division's staff includes social workers, a coordinating teacher, a psychiatrist, and a psychiatric social worker. A better title might be child study.

2. Pupil adjustment and attendance services. This is an interesting arrangement under which school social workers, persons involved in enforcing compulsory education laws, child labor laws, and activities to coordinate school efforts with the courts can be carried out.

3. Guidance services. A better title for this department might be counseling services, which better reflects what the specialists in this division do.

4. Dental and medical services.

5. Special education.

In school district B, which serves about 40,000 students, the department of pupil services also has five major divisions:

1. Child study, which provides an evaluative and planning service. The division has a director and a number of school psychologists. It is planned to involve them, principals, teachers, and others who can contribute to the study of a particular child.

2. Guidance and counseling, which includes school counseling, attendance services, and responsibility for the neighborhood youth corps program.

3. Health services.

4. Research and testing.

5. Special education.

The following internal organization has been recommended by an IRCOPPS study team for a school system serving approximately 35,000 students that plans to give greater emphasis to pupil services:

1. Child study

2. Counseling services

3. Measurement services

4. Special education

The special education programs included among the components of the three models just given are programs for children who, because they differ from the typical youngster in their physical, mental, social, or emotional makeup, cannot profit in the regular classroom without some sort of special provision. The administration of these programs can be assigned to the department of instruction, a special department such as one in charge of administrative matters, or pupil services. If what is being done in the 20 school districts studied by the IRCOPPS teams is any indication of trends, the trend is to make the pupil services department responsible for these programs.

There are numerous reasons why this arrangement is logical and desirable:

1. The child in an educational program for exceptional children normally requires a larger measure of pupil services than does the nonexceptional child. The health, adjustment, attendance, family, and personal problems of these youngsters are complex and special.

2. The trend in special education across the nation is to keep as many of these children as possible in the regular school

program, and as close to home as possible--and to provide the exceptional child with the special help he needs by itinerant specialists (the speech and hearing therapists) and by employing resource teachers. For children able to cope with the regular school setting if they have special help, the trend is to provide special classes in the needed subject areas, and then to move them into regular classes for art, home economics, shop, physical education, wherever they can cope with the class situation.

For the physically handicapped, Tacoma, Washington, uses a "progressive inclusion" concept. Special wings have been built onto some schools that eliminate such physical hazards as steps and difficult doors--and where children may receive therapy and develop the skills they need to function in a normal classroom.

3. The administrator of pupil services has fewer people reporting to him than the administrator of the instructional program. He therefore has more time to give to thoughtful attention to the program currently operating and to future directions.

This assignment of responsibility need not and usually does not lessen attention to instructional matters in special education. In fact, it tends to enhance that aspect of the program. As already pointed out, pupil services and instruction are interdependent; and many pupil services, including child study, counseling, and group testing have instructional components and impact.[1]

Decentralization

Pupil services should be far more decentralized than they usually are now in most school systems. The principle underlying this recommendation is that the specialists who perform a service should be located as close as possible to those whom they serve--teachers, principals, parents, and children.

To provide pupil services in the schools, specialists should not be central office-based. They should be out where the "action" is--in the schools where they can provide assistance when needed. At the elementary level, the district should provide a nucleus of building-based specialists (recommended staffing-pupil ratios are given later).

The central office staff should be limited, insofar as possible, to personnel charged with the administrative elements of the program. In a small school system, the only person based in the central office may be the administrator (as in Port Chester, New York). In a much larger school system, staff, including coordinators of services such as child study, etc., can serve from such smaller units as social service centers housed in buildings throughout the city.

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[1] An IRCOPPS consultant, Frances A. Mullen, recently published a study on Educating Handicapped Children (Washington, D.C.: Educational Service Bureau, Inc., 1969).

Specialists who serve on an itinerant basis should, of course, do so on a schedule arranged by the central office in a small school system, or by a coordinator or director in a large system. In the large system, where they are housed in buildings throughout the city, they should be assigned to clusters of schools.

Increased Emphasis on Child Study

It is strongly recommended that a division of child study be included in the pupil services department of every school system. The nature of child study services is discussed later, as is also the team conference system, the most effective technique evolved to date of providing assistance for children with problems.[1]

More Work with Parents

In few school districts has major attention been given to involving parents. Parent cooperation and participation is important for effective pupil services to children of all ages. At the elementary level, where the pupil service specialist spends much of his time and effort working with adults significant to the child, working with parents is extremely important. Consultation with, and services to, parents should be planned as a part of every program to provide services to children.

The plans for operations of the pupil services department should include an arrangement for involving parents on a districtwide level. One expedient way to do this is to establish a Pupil Services Advisory Council, composed of representative specialists from the department, representative administrators from other departments, teachers, parents, students, and community people from business, industry, higher education, and community agencies and organizations. This group can, and probably should, elect its own chairman. It should meet on a regular basis. Its function should be of an advisory and exploratory nature. An effective council can provide an excellent source of "feedback" to the department and the entire school system regarding the effectiveness of the program.

STAFFING AND STAFFING RATIOS

To provide effective pupil services at the elementary level, the school system should (1) determine the educational and developmental needs of all children in all of its elementary schools, (2) hire an appropriate "mix" of specialists to provide a total program to meet those needs, and (3) consider the needs of individual schools when making staff assignments.

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[1] For more on child study, see pp. 47-50, and on the teaming technique, see pp. 57-78.

As every reader of this report will recognize, elementary schools vary greatly in student population and are usually much smaller than secondary schools. A 1968 report on the elementary principalship, cited earlier, includes data on enrollment based on replies from nearly 2,300 principals. Nearly 72 percent of the schools replying ranged in size from 100 to 699 pupils. The median was 490 youngsters. One principal reported an enrollment of 17 children, and another 3,100 (this was the largest enrollment reported).

The Generalist-Specialist--a New "Breed"

The pupil services specialist serving at the elementary level should be school-based to be "where the action is." He is then there when teachers or the principal need and request help and when parents visit the school. Most of his work will probably be with adults; he can establish rapport with, and be prepared to help, all children in the school.

A pupil services program at the elementary level staffed by school-based specialists has been until recently a goal (though Long Beach has been using elementary counselors for more than 25 years). Today such programs are a reality. In a few school systems, generalist-specialists serve in all elementary schools (for example, Lexington, Massachusetts, and Palo Alto, California, whose programs are described in the final section of this report). Many target-area schools are saturated with pupil service specialists, including the generalist, while many school districts are well on their way to establishing outstanding elementary programs and have added a pupil service worker to the staff in certain schools. For example, Tacoma, Washington, which employs 15 such specialists, has assigned them to certain schools rather than "spread" their influence "thin" over a larger number.

Ideally, pupil services at the elementary level should be staffed with three professionals--a counseling (or guidance) consultant, a psychologist, and a social worker. However, most elementary schools are not large enough to warrant concentrating so many hard-to-find professionals in one elementary school, and few, if any school systems could afford it, if the specialists were available. The solution lies in hiring a specialist who can serve as a generalist in a threefold role.

It has long been recognized that the preparation and roles of pupil personnel specialists overlap. This is particularly true of counselors, school social workers, and school psychologists, three categories of pupil service specialists being recruited to staff elementary programs. The training programs of all three, so Hyrum M. Smith and Louise O. Eckerson have pointed out:[1]

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[1] Guidance in the Elementary Schools, OE Bulletin No. 36, 1963, pp. 12-13.

> place emphasis on each pupil as an individual, on mental hygiene, and on the psychology of development and adjustment. An important aspect of the preparation for each service is an understanding of the individual as a psychological and social being . . . .
>
> On the job, all three specialists try to help pupils to utilize their abilities more fully, to overcome personal problems, to understand themselves more clearly, and to make better progress in school. All render service in cooperation with the school staff and parents.

In elementary schools throughout the nation, persons trained as guidance personnel, social workers, or psychologists are serving in elementary schools as the *specialist* responsible for a *comprehensive pupil services program*. When they so serve, each assumes, in part at least, the role of another. Counseling personnel and psychologists use casework techniques and social workers give individual intelligence tests. School systems hiring specialists to work in the capacity of generalist-specialist will need to make decisions in several areas.

His title. His title should be appropriate. Preferably, it should indicate his unique functions and role, distinguish his job from that of the high school counselor, and indicate his professional status.

The title *child development specialist* is perhaps most appropriate. The origin of the term is unknown, but in a 1966 study entitle *Scope of Pupil Personnel Services*, the Office of Education suggested its use.[1] School systems employing this specialist use other titles, stressing the consultative aspects of the job--Counseling Consultant in Lexington, Massachusetts;[2] Guidance Consultant in Palo Alto, California; and elementary consultant in other school systems.

Area of concentration. Though every generalist-specialist will need, and should obtain, support from other pupil services personnel, he will probably bear the primary responsibility for the pupil services program in the school in which he serves. Since, by definition, the elementary program is to serve teachers, principals, parents, as well as children, the specialist in a school with 600 pupils could have a "case load" of over 1,800 persons. If the specialist is to be effective, the school administration will need to decide *where* the specialist will concentrate his efforts.

In most elementary programs, the specialist concentrates on helping the adults important to the child, often initially school personnel.

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[1] Coordinated by Louise O. Eckerson and Hyrum M. Smith. OE publication 23045.

[2] Appendix F is a job description for this position in Lexington, Massachusetts.

Selection and assignment. The school system should hire the best people available, recruiting on as broad a base as possible. Including school psychologists and school social workers in the "pool" of professionals increases the supply of professionals available to school systems. Many of them have had teaching experience or have acquired teaching certificates.

Whatever his area of concentration, it is highly desirable that the applicant have sufficient background in psychology so that he will understand why elementary school children behave as they do, what their behavior means, and how the individual child with concerns or problems can be helped. Work with elementary children is highly desirable. It should be recognized, however, that the candidate who has served as an intern in elementary guidance or worked with children professionally in a community agency program may be better qualified than the former teacher who may not be skilled in the professional techniques needed to do the job.

The recruiter should look for qualities and qualifications not evident in the candidate's credential and college record. Is he the kind of person who enjoys being of service? Will he be able to establish an atmosphere of mutual liking and respect with both children and adults? Would he, as did one specialist, respond sensitively to a youngster who did not "like" his English teacher (and was therefore not doing well in that subject) and suggest a three-way conference at which the problem was ironed out.

When selecting and assigning, the school official should do so with one eye on the qualifications of the candidate and the other on the needs of the community and the particular school to be served. In a community where parents are greatly concerned with mental health and with early identification of the factors that cause problems in children (and this is true in many suburban communities), the school administration may wish to hire a psychologist.

Large school systems tend to use more school social workers than do smaller ones. In inner-city schools--and also in suburban schools serving children from families of low socioeconomic status--the family casework technique (the social service worker's main function) may be the most effective means of alleviating the problems that disturb children. Lexington, Massachusetts, with an elementary consultant in every elementary school, hires all three types, and assigns them on the basis of the needs in the particular school. Large school districts will be wise to adopt this staffing practice if and when they can place a school-based pupil service specialist in every elementary school in the system.

Staffing Ratios

To staff a good program in the elementary school, the school district will need to provide school-based specialists, plus itinerants.

School-based personnel. If the school is typical, a generalist-specialist is recommended for every 600 children. This is the ratio for counselors to children recommended by the 1960 White House Conference on Youth (some participants in an OE-sponsored conference to consider the White House Conference felt that the ratio should be one to 400 children). One generalist-specialist can usually serve two schools, each enrolling 300 to 400 pupils, while a school with 1,200 children would require two.

The ratio for the school nurse should never be higher than one for every 1,200 children--a figure substantiated on a questionnaire sent to 50 chief state school officers. In most school districts, one nurse will be able to serve two or three schools. She should be able to provide adequate service in a typical school if she is provided with adequate clerical help and if she is not expected to devote too much of her time to applying band-aids and other tasks that can be taken care of well by a nonprofessional.

The foregoing ratios will not be adequate in a school serving large numbers of disadvantaged children. Following are two examples:

1. School B, located in Washington, D.C, is small for an inner-city school serving children in the ghetto. Its enrollment is between 400 and 450 children, all of whom have serious problems. It is a target-area school; and Title I, ESEA, funds are being used to provide an imaginative team of specialists to work with children, their teachers, and their parents. This team consists of one full-time elementary counselor, a psychologist and social worker (both part-time), a pupil personnel worker experienced in working with community agencies, plus two pupil personnel aides who help with jobs that do not require professional training. Children in the school are tutored by tutors provided through the Youth Tutoring program. All pupil service workers have had experience with the role of the social worker.

2. The "Magnet" School, opened in Long Beach, California, in September 1969, is designed to provide a "full service" educational program for 350 children in the fourth, fifth, and sixth grades. The school, air conditioned and fully carpeted, is designed with learning areas for large group learning experiences and individualized instruction. The list of instructional aids is amazing. The teaching staff includes specialist teachers, classroom teachers, each of whom is a specialist, and an aide for every teacher--with supportive services provided by a full-time nurse, a full-time counselor, a psychologist, who serves half-time, a home-school liaison worker, plus volunteers.

   This school and its program was planned to provide the children attending an opportunity to learn with and about people

> having racial backgrounds different from their own. The school and its program were planned for approximately 250 students from four overcrowded inner-city schools (boundary lines were changed) and about 100 Caucasian pupils from outside the central area whose parents would wish to enroll them in a unique educational opportunity. The 90 who did enroll in September are "bright" youngsters, many of them the children of professional people such as editors and college professors.

Itinerant specialists. If a district can staff its elementary schools with school-based specialists, this will reduce the number of children referred to itinerant specialists, but will not eliminate the need for their services. Such a staffing arrangement will also have an effect on the nature of the additional services required. If the school-based counselor or consultant is a trained psychologist or social service worker, there will be less need for services in this area from itinerant specialists.

Because of the small size of elementary schools, in many districts, even those that adhere to the staffing ratios indicated, the elementary counselor or consultant (the generalist) and the school nurse will serve in more than one school; and in that respect may be considered itinerants. At this point, however, the discussion is concerned with pupil services personnel who serve in a considerable number of schools. In a small school system, these specialists may be based in the central office; in larger systems, they should work out of area offices and serve clusters of schools. (Job descriptions for all specialists discussed here, both school-based and itinerant, are included in the appendix--Appendixes G through K).

> School psychologist. It is recommended that the psychologist-student staffing ratio be one to 1,000, a figure that is considerably lower than the ratio generally recommended. Perhaps a better way to determine staffing ratios is on the basis of caseload. In Tacoma, Washington, psychologists are limited to a caseload of about 100 per year.
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> School social worker. Ratios for the social worker (in some school systems called the visiting teacher) are difficult to formulate, because their roles vary so much at the local level. However, a ratio of one social service worker for every 1,000 to 1,500 children is adequate and realistic if he is backed up by other pupil personnel specialists such as attendance personnel and paraprofessionals.
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> Speech and hearing therapist. There is a general lack of information on ratios for speech and hearing therapists or clinicians, which need to be considered in relation to the incidence of speech

and hearing handicaps and the therapist's caseload. In 1964, the Ohio Department of Education recommended a ratio of one therapist for 2,500 pupils and a caseload of 75 to 100 children. If the incidence of speech handicaps is 50 per 1,000 school-age children, as indicated in a recent authoritative estimate,[1] and if the therapist served only the 50 identifiable handicapped, the Ohio ratio would result in a caseload of 125 children. Insofar as the needs of the children are concerned, it might be more realistic to provide a minimum of one therapist per 2,000 school population--and make provision for him to spread his influence by working with children in groups and by assisting teachers to develop developmental speech programs.

Psychiatrist. Exhibit L is a job description for the consulting psychiatrist in Port Chester, New York, where this professional, who is in private practice and a Doctor of Medicine, serves the school district one day a week. Some larger districts employ one or more psychiatrists to study children with severe emotional problems, to work with other pupil personnel workers, to advise principals and teachers on remedial measures, and to work closely with mental health clinics.

It should be emphasized that any discussion of staffing and its adequacy is based on certain suppositions. First, the time and effort of the professionals should be utilized appropriately. If the psychologists are spending an inordinate amount of their time testing, the school would be wise to hire a psychometrist. Second, all professionals should be flexible and versatile, ready to do anything appropriate to help children. Third, every specialist should have adequate clerical support. If professionally trained specialists are spending much of their time doing clerical work, the system would be wise to hire two clerical or support persons rather than another hard-to-find professional.

COORDINATION WITH PRINCIPALS

Good relationships with principals are essential to program success. The principal is responsible for pupil services in his building, as he is for other components of the educational program. He is usually the channel through which requests for services move from the teacher to pupil services. If he regards them as a "frill," teachers in his building will reflect his attitude, and probably be reluctant to request help when needed. Further, teachers need to be informed, and kept informed, about the services available and their advantages. The responsibility for informing them is one that he shares with pupil services personnel.

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[1] Provided by Dr. William Greer, Executive Director of the Council for Exceptional Children, NEA, in support of H.R. 514. ESEA Amendment of 1969.

Effect of Relationships on the Program

The IRCOPPS study teams observed the telling effect of relationships on the effectiveness of services rendered. In schools where relationships were poor, pupil services suffered. Among the specialists, there was a higher than usual incidence of poor morale and confusion about assignments and areas of responsibility. The specialists tended to be more guarded, and their programs less exciting. In schools where the principal, as the executive head of his school, exercised true leadership, pupil service specialists functioned far more effectively. They preferred to work in buildings where there was a strong principal, one who, though sensitive and a good listener, is able to make decisions and is willing to accept the responsibility for those decisions.

Relationships at Elementary and Secondary Level

The experience of the IRCOPPS teams lead to the observation that, though the situation varied from district to district, good relations were more common between pupil service personnel and principals at the elementary than at the secondary level. For purposes of this study, the reasons why this may have been true are more important than the observation itself.

The size of the secondary schools, the explosive nature of today's high school population, plus concern over teacher morale and effectiveness, all contribute to the difficulties facing today's high school principal. In some schools, he seemed limited to management and human engineering tasks, and was preoccupied with "running a smooth ship." In such a situation, pupil services got along well and were supported if they did not make more problems than they helped to solve.

Though some of the same pressures existed at the elementary level, the number of pupils, teachers, and parents involved was smaller and generally more easily managed and satisfied. Also, the elementary principal was more likely to view his job as being instructional leader of the building; and often saw more clearly how the services fitted into his program.

It should also be noted that in the school districts visited, the majority of pupil services specialists serving at the elementary level did so on an itinerant basis, with the result that the elementary principals felt less burdened with supervision. In addition, many of the building-based activities observed at the elementary level were demonstration projects or programs, which the school administration had placed, for obvious reasons, in schools where they had the best chances of success. A receptive principal is always an important factor when such a decision is made.

Further, it should be noted that the 20 districts visited were selected primarily on the basis of the excellence of their programs, which included services to elementary school children and activities in their behalf. Obviously, elementary principals in these districts were more knowledgeable about pupil services and how they can be of benefit to educational programs than elementary principals in most other school districts throughout the nation.

The point here is clear. In a school system initiating or expanding pupil services at the elementary level, the administration must plan to "sell" principals on the program.

Building and Maintaining Good Relationships

Building and maintaining good relationships is a demanding job, and one that involves the administrator and all pupil service personnel. It also involves the chief school officer, for he more than any other school official is responsible for climate in which all school employees work. The kind of a climate in which pupil services can flourish is one in which (1) the contribution of all employees to the educational program is recognized, (2) interpersonal relationships are good, and (3) all staff members are considered members of a team effort to improve the educational program.

Fostering a cooperative attitude.

The job of pupil service specialists is an interactive one, and a cooperative attitude provides a common denominator for good relationships and interaction. "It is important," one administrator stated,

> "to recognize that principals have pressure-packed jobs, perhaps the toughest in the school system. They need to be on top and in charge of everything that goes on in their buildings. In the final analysis, they are held accountable for everything good or bad and by everyone--central office administrators, teachers, parents, even students."

It is essential that pupil service specialists recognize the classroom teacher as "captain of the team." This is extremely important at the elementary level, where the teacher is usually the principal agent of change. The pupil services specialist should see his job in relation to the teacher as a helping role--to help him understand not only the child with problems, but all children; and be a better observer of himself as he interacts with a pupil or a group.

The pupil service worker who is aloof; who sees his discipline as the all important one; and who conveys the impression (by word, deed, or implication) that "learning what makes kids tick" and solving problems for those with problems requires an expertise possessed only by the professionally trained specialist will be a poor person to work in elementary schools.

Inform, orient, and keep up-to-date. Principals should be informed when a program or activities are in the planning stage, for several reasons. All people are prone to accept and utilize what they know about and what they have helped to plan. In addition, the school district that does not involve principals in planning fails to utilize an important resource--the expertise of the principals who probably know more about problems and needs in their schools than anyone else.

Orientation is essential, and is a continuing responsibility of pupil service administrators and specialists on his staff. As a principal in the Charlotte-Mecklenburg School District in North Carolina stated:

> "We have to be oriented, for, if we do not understand the use of pupil services, we will not use them. We are practical people and too busy to be working things into our programs that do not mean much to us or that do not seem to fit in. We have to protect our teachers from additional burdens that represent a needless and useless intrusion on their time if no clear cut value is represented or if we do not understand what the value is."

"Keeping principals informed and up-to-date is a never ending process," one administrator commented.

> "In the first place, our programs are continually changing; and in the second place, there is a fair amount of turnover among principals. It is helpful if we are in on the selection of new principals, but even then an educational program on our part is necessary. Also, you can never really rest feeling that the job is done. It must be recycled on a continuous basis."

In the Charlotte-Mecklenburg schools, the administrator of pupil services schedules workshops for elementary principals at intervals over a period of time. In these, small groups of elementary principals meet with the coordinator of one area, then of a second, and a third, until all principals have had an opportunity to be with all coordinators. These meetings serve a twofold objective: they not only keep principals informed; they also give them an opportunity to react and to provide feedback of an evaluative nature.

Provide good and fast service. "One key to good pupil service-principal relations," said one administrator with considerable experience,

> "is good and fast service. From time to time throughout the school year, principals do have need for special help as, for example, when the backlog of cases being worked on by staff assigned to work in the school gets

> out of hand, or when a special education screening is being conducted. They cannot always predict when a need for additional or special services is going to occur, and rarely can they predict an emergency situation. If the administrator is able to meet the call promptly with a task force, this usually greatly increases the opportunity for effective service and acts as a stimulus to get the principal served to call more frequently."

Involve pupil service personnel in hiring principals. In school systems with strong pupil service programs at the elementary level, pupil service personnel serve on committees that select new principals. For example, take Baltimore County, Maryland, where the team conference system (described in detail in Chapter V of this study) is utilized in all schools in the district. Any candidate for a principalship must evidence a respect and capacity for teaming; and the ability to provide leadership for in-building operations is an important criterion of principal success.

At a recent workshop on the team approach to pupil services, Charles DeWitt, the district's administrator of pupil services, was able to report: "Of over 140 schools now we don't know of any holdouts. There are several principals who are lukewarm, but the majority of them accept the team as an integral part of their program and a way of working."[1]

Involving pupil services personnel in the selection and evaluation of principals is only one aspect of providing for a good relationship between pupil services personnel and principals. The latter were informed when the school district set out to develop plans for teaming procedures, and pupil services personnel talked with principals at their respective professional meetings. "We needed their support and we got it," Dr. DeWitt was able to say.

Operational Guidelines for Good Relationships

Carefully thought out organization charts and job descriptions are essential to good interpersonal relationships and effective operation of the program. But these documents seldom, if ever, include adequate guidelines for operational details. Handbooks explaining pupil services, the persons concerned, and their relationships are essential.

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[1] This workshop, held June 26-29, 1968, in Clearwater, Florida, was sponsored by the Pinellas County Board of Education and the Florida State Department of Education. A report on the workshop was published by the Florida State Department of Education under the title Developing a Team Approach to Pupil Services (quotation is from p. 24).

From the 1967 study of 20 school districts with "good" programs, plus continuing study of promising programs and practices and continuing contact with pupil service specialists on a nationwide basis, the IRCOPPS professional staff has found that interpersonal relationships between pupil service specialists and building principals are good if the following staff relationships pertain:

- Principals are responsible for the schedule and outline of duties of pupil services specialists while in their buildings. This includes in-building specialists, as well as itinerant specialists such as psychologists and social workers. Usually, details are worked out cooperatively by the principal and specialists and approved by the administrator. Most often the specialist, in essence, is the administrator's representative in the school and speaks for him.
- The administrator is responsible for districtwide schedules and a general outline of duties, particularly for the itinerant specialists. These usually are cleared with principals ahead of time, especially if it is felt that conflicts may arise.
- The administrator is responsible for recruitment, but shares responsibility with principals for assignment of staff to particular buildings.
- The administrator is responsible for the program development and evaluation of districtwide pupil services in such areas as counseling, psychological services, social work services, health services, etc. In carrying out these responsibilities, he frequently calls upon staff to meet as committees but plans the meetings well in advance so that staff continuity at the building level will not be impaired.
- The administrator is responsible for citywide staff development in the various discipline areas, but consults with principals on the overall plan and calendar.
- Staff evaluation is a shared responsibility between administrators and principals with administrators emphasizing professional development and supervision, while principals emphasize administrative supervision such as scheduling, the assignment of duties, and rapport with staff, students, and parents.

IV. CENTER ACTIVITIES AT THE ELEMENTARY LEVEL

In an article on "New Trends in Pupil Personnel" and their effect on staffing and staffing needs, Dr. Gordon P. Liddle, formerly executive director of IRCOPPS, advises school administrators to hire a "mix" of specialists, who, working as a team, will be able to provide children with a wide variety of services.[1] The school system planning to improve and increase pupil services at the elementary level should plan for a "mix" of activities.

CHILD STUDY

Child study is an activity, the purpose of which is to spot trouble early and to provide a youngster help before his problem becomes full-blown. Chapter V, which discusses teaming or the team conference system in considerable detail, provides an example or model for child study. The teaming arrangement provides the most effective technique developed to date for in-depth and immediate help for the child with potential or real troubles.

What Child Study Is

Child study provides study of individual children, and is not, as might be inferred, devoted to study of child behavior and development in general. Its purpose is to prevent learning difficulties and mental health problems, which is today considered one of the primary purposes of all pupil services.

So important is child study to pupil services that it has been recommended that the pupil services department include a division of child study. The school district of Tacoma, Washington, which has such a unit, describes the function of child study as an evaluative and planning service. The members of the staff engage in studies of individual children for the purpose of facilitating understanding and educational planning. The child study involves a gathering together of the information of the child's current status and past history. The child study involves a review of the present and past behavior. Psychological testing is done when deemed appropriate. Interviews are almost always held with parents, teachers, and others within the child's immediate contact area, and educational prescriptions are worked out following evaluations. Most contacts with the individual student are of short duration, but in some cases they extend over long periods of time. In addition to individual child study, some staff members are prepared to consult in matters of curriculum planning and studies of the characteristics of groups of students within a school.[1]

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[1] This article was published in Personnel News (Educational Service Bureau, Washington, D.C.), issue for November 1968.

In school systems endeavoring to provide adequate child study, pupil service specialists devote a considerable portion of their time to this activity. While they take a major responsibility for gathering and evaluating the information needed to understand the child in his life situation, instructional and administrative personnel responsible in the child's education are also involved and, at times, parents and community agency people as well.

Essential Characteristics

For child study to be effective, a method of proceeding needs to be established that will provide for (1) involving the child's teacher, (2) use of the educational approach rather than a test-centered or clinical approach, (3) a referral process that will provide help as soon as possible, (4) periodic evaluations, and (5) a decentralized (i.e., building-based) operation.

Teacher involvement. The objective of child study is to bring about change in the youngster with a problem, a process in which his classroom teacher will be the principal agent of change. The child's teacher should therefore be involved deeply in all phases of the study in order that he may be fully informed regarding, and in accord with, the recommendations for remedial action.

The educational approach. The approach should be educational rather than clinical or test-centered. The teacher, who in many cases is the person making the referral, does not want a diagnosis--he wants some very practical suggestions of what he can do to start helping the child.

Though tests should be used when appropriate, the study of a child should not be test-centered. The results of superb and often complex tests can be a great aid; but the persons involved in the study should never become so enamored with tests and results that they lose sight of the child and get involved in evaluating the tests.

Referral process. An adequate referral process is of paramount importance. To date, too many requests for help with a particular child have gone through referral after referral, oftentimes winding up with a nonschool agency, while the child needing help goes through months of frustration and perhaps failure.[1] One reason for including a division of child study in the department of pupil personnel services is that the school system has one person responsible for expediting referrals and for administering the entire child study activity.

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[1] Cited from a bulletin entitled Tacoma Public Schools: Pupil Personnel Services, Directory of Functions, Staff, Referral Procedures, and Admission Criteria.

The referral process should be well defined, with all persons who may wish to make referrals informed concerning channels of communication. It is wise to provide that referrals may be made by any staff member (the teacher, principal, or pupil services specialist), parents, or community resource. If the child is in school, the formal referral should go through the principal, who is, in the final analysis, responsible for everything that goes on in his school Provision should be made for children who are not in school. An appropriate person is the director of child study.

Periodic evaluations. During the study process for a child, evaluation should take place periodically to evaluate progress, and to check on how the child is responding to the recommended action. Perhaps changes need to be made in the plans for helping him meet his problems. In many instances, the child for whom the remediation suggested has been judged successful may need to be evaluated periodically. At the very least, his record should be flagged for the pupil monitoring service so that the persons responsible can watch for the reappearance of the problem or for new problems.

A decentralized operation. The study of a particular child and his problem should be building-based. This is recommended even though there are administrative and central-office elements in every child study effort. A number of reasons underlie this recommendation.

In a child study project, the role of the specialists involved is to serve teachers, principals, parents, and children; and their aims relate to increasing the effectiveness of the instructional program which is building-based. If the study is building-based, they will be perhaps able to observe the child in the natural setting of the classroom without his knowing that he is being singled out for observation. They will have easier access to his records, special teachers who may know him, and his parents. Working in the building will help them to understand better the psycho-social milieu in which the referred child goes to school and lives.

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[1] This statement should not be interpreted to infer that nonschool agencies should not be utilized in pupil study. In many small communities, a Child Guidance Clinic or Community Health Agency may be the best source of help available; and the school system should never overlook a community agency that may be of assistance in understanding and meeting the child's problem.

In most instances, the child will remain in his regular classroom, but some severe cases will need to be transferred to special education programs or referred to a child study center for special help.

Educational Child Study Center

One means of improving child study that few school systems have used to date, at least in a fashion approaching adequacy, is an Educational Child Study Center. The center should focus on the development of educational prescriptions for exceptional children and others who are difficult to plan for. It should concentrate on learner strengths and the construction of teaching plans, not on learner disabilities and classification. It should emphasize teaching-learning variables, not psychometrics.

In most communities, the center should be established to serve on a citywide basis, while urban areas might well plan for several centers to decentralize the operation, and a regional center would be necessary to serve smaller school systems. Such a center has been established by a multi-county in Iowa, and it is described in Chapter VI.

PUPIL ADMISSION, PLACEMENT, AND MONITORING

It is important that pupil service specialists play a "godfather" role in pupil admission, placement, and monitoring. They should spot at the earliest possible moment children who show signs of learning difficulty so that preventive measures can be taken.

Admission

If youngsters are to get off to a good start, the people responsible for their educational program need to know much more about them than is usually the case. Securing the needed information is an activity for pupil services.

The best time to provide preventive measures is during the early years of a child's life, when he and his parents are most amenable to change. Today, a pupil's first screening takes place during his first year in school, roughly at age five. But this occurs only in enlightened school districts, and is often on a limited or selected basis.

Ideally, the school's first contact with the child and his parents should occur much earlier, preferably during his second or third year of life. With the growth of prekindergarten, Head Start, and experimental programs, society is moving in the direction of early prevention and remediation, and a precedent has been set. The adequate pupil services of the future will provide screening for young children, amd certain enlightened districts are already moving in this direction.

The school system can, as many already do, hold a spring "round-up" for children who are going to enter kindergarten the following autumn. This is an opportunity to find out about the child from those who know him best--his parents. In one round-up, parents were asked such simple questions as these: "Will you please tell us about Bill?" "What are your hopes and aspirations for him?" "Is there any information you would like to share with us that will help us plan for him?"

To spot children who may have learning problems, more tests should be used, and they should be given early. Batteries for preschool screening have been developed--for example, the staff for Project FOCUS (Focus on Children with Underdeveloped Skills) developed screening batteries for preschool as well as school-age children. The preschool battery, used in the spring for prekindergartners included:

1. Nurse Interview Health Inventory
2. Health Data Summary Sheet
    a) Review of Health Record
    b) Vision Screening for Acuity and Muscle Balance
    c) Audiometric Screening
3. Speech and Language Screening
4. Parent Interview for Home and Family Data
5. Parent Observation of Child's Behavior
6. Gross Motor Ability Test (Items scaled to age group)
7. Copy Forms and Pencil Grip
8. Draw-A-Man

If the school district has a program for prekindergartners, their records should be used to start a cumulative index for the youngsters involved. In addition, the pupil service specialist serving children in a prekindergarten program can be given the responsibility of following up "graduates" of such programs, as is done in Rochester, New York.[1]

Placement

Today about 20 percent of American families move each year, and some schools find that their turnover in a given year is 100 percent. If children are to maintain continuity in their schooling and to get off to a good start in the new school, it is important that they be properly placed. In a school in Denver, Colorado, all transfers into the school are put in orientation classes until their present learnings can be evaluated. These classes are small, and pupil service specialists help in the evaluation.

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[1] The programs in Rochester are described in Chapter VI.

Monitoring

Each child should have periodically a comprehensive review of his progress and development. This is a task for pupil service specialists, not the teacher, whose specialty is teaching and who is in a position to monitor only during the period of time the child is in his class.

In their comprehensive review of a youngster, pupil service specialists are in a position to use his total cumulative record or index. They can study his current performance in relation to past performance and potentialities, checking the validity of his placement in classrooms or programs in both general and special education, and, if appropriate, suggesting modifications of his program.

A good monitoring system may spot a child who has been the object of child study earlier and whose problems have recurred or who has developed new ones. If so, he should be referred to the child study division. More often, however, monitoring will bring to light problems that do not require the full scope of in-depth child study. A child with a speech problem can be referred for speech correction, which, if begun early, can result in bringing the speech of almost all children to a point approximating the norm. Health services may be able to remediate a child's physical problems, or, if limitations must be lived with, they can help the child and his teacher make realistic adjustments.

The computer makes it possible to monitor pupil progress economically and systematically and to call the attention of pupil services workers and teachers to pupils whose growth and development have fallen below what would be expected for that particular child based upon his past performance and his potentialities.

COUNSELING

Three exemplary counseling programs are described in Chapter VI. Here, our concern is with the role of counseling in the elementary school.

First, at the elementary level, counseling differs considerably from that at the secondary level, where it has traditionally been called *guidance* and provided help to students on an individual or small-group basis. Elementary school children are far less concerned with selection of courses and decisions about college or vocation.[1] Persons providing services in elementary schools usually spend a considerable portion of their

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[1] Young children are very interested in information about careers and vocations of a general or orientation nature. A good way to meet this need is to invite the fathers of children in the school to visit classes and explain what they do to make a living.

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time working with adults pertinent to children--teachers, principals, and parents.

Second, emphasis in the counseling role is shifting, and the term guidance is going out of fashion. Dating back to the early part of the twentieth century, the term is out-of-date and misrepresents current thinking in the field. In addition, it has resulted in most individuals misconstruing the nature of the counselor's function. Parents see the counselor as one who "tells you what you're going to be" or "where you should go to school" by use of tests. Teachers often view counselors as individuals who will solve all behavioral problems of children and motivate underachievers.

Current thinking views the counselor's role as one of providing services for all children to enhance the individual development of each and every child. While the means of doing this will vary, the persons providing the service need a common skill that will enable them to facilitate individual growth through providing a climate, the nature of which encourages children of all ages in decision making.

A first step in communicating this role is to call the service counseling, eliminating a term that erroneously communicates the concept that those who counsel have the knowledge, right, and skill to tell a student how to lead his life. The responsibility of a counselor--and in fact, of all pupil service specialists--is to help children determine their own lives in a way that is most beneficial to them and not harmful to others.

When planning for counseling services at the elementary level, the school administration needs to recognize the interdisciplinary nature of this function. The better trained pupil service specialists are the less limited to their traditional roles, and as they grow in competence, they are more interchangeable. Providing counseling services is not the bailiwick of counselors only (whatever their title may be in the district). All teachers counsel, through their main job is teaching. And all pupil service specialists who work with children, their teachers, and their parents including psychologists, social service workers, school nurses, and others, counsel.

HEALTH PROGRAM

Health services are the most common pupil services program in the Nation's schools--in that school systems offering little or nothing in other areas of pupil services do have health services. Staffing differs, and not only in its depth. In the northern and western part of the country, the specialists are usually school employees, while in the south they are often public health personnel.

Parenthetically, it may be pertinent to indicate that the health specialist employed by the board of education is more readily identified as a member of the school district's pupil services team than is the one employed by the local health department. In one school district visited by IRCOPPS study teams, where health services are administered by the health department, other pupil service workers listed the need to have such services administered by the board of education.

In enlightened school districts, the emphasis of health programs is shifting to move health services more into the mainstream of the educational program. To illustrate, take this "too much time on first aid!" was a chief complaint of school nurses, other pupil services people, teachers, and principals in the school districts visited by the IRCOPPS teams. All felt that applying bandaids and taking temperatures were tasks that could be provided by a trained aide or a trained school secretary.

In a recent address before the American Orthopsychiatric Association, Dorothy C. Tipple, supervisor of school nursing in the New York State Education Department, ticked off significant trends revealed by the IRCOPPS study of 20 districts with exemplary pupil service programs. Following are five items:[1]

1. There is a shift in the role of the nurse from primary association with physical health problems and focus on illness or injury to the concept of promotion of health, prevention of illness or disability, and a real concern for developmental patterns of behavior.

2. The school nurse is increasing her activities in the areas of health counseling and consultation. One school district reported that the nurse considered broad aspects of physical, mental, social and emotional problems. This was seen, not as duplication of the task of other pupil personnel workers, but rather as enrichment and enforcement.

3. There is a tendency to enlarge the involvement of the school nurse in health instruction. One school district identified a definite relationship between the preparation of the school nurse and her participation in instruction. In several districts it was pointed out that the nurse assists teachers as a consultant or resource person with specific aspects of health instruction, such as family life education and sociological health problems. An extension of this activity is noted in the provision of

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[1] The address was delivered March 22, 1968, in Chicago, Illinois. Miss Tipple participated in the IRCOPPS study.

inservice health education for teachers with the school nurse assuming a leadership role.

4. Most nurses, as they work with pupil health problems, share pertinent information freely with the teachers. Many teachers reported that they go readily to the nurse for help with pupil or personal health problems.

5. In several instances there was evidence of coordination of health services by a school nurse, thus providing horizontal as well as vertical coordination.

REMEDIAL AND SPECIAL HELP

Remedial and special help is a very broad area, which includes the special education programs provided for children who cannot operate profitably from the regular classroom experience without some sort of special assistance. It also includes the work of the remedial reading teachers, the speech therapist, and other specialists usually attached to pupil services.

As indicated earlier, the trend is to move away from removing these children from the regular school into special schools--keeping them as close to home as possible and providing, insofar as possible, the special assistance and instruction needed as part of the regular school program.

Many schools are providing unusual programs and activities for children with learning, emotional, and social problems. One of the most unique is in Hartford, Connecticut, for children who have impaired neurological development. This program was initiated with Title III funds. The school system built "Intensive Instruction Clinics" at several schools to help disturbed children who, in the past, have been excluded from school and left to wander the streets or to remain in the environment that may have helped to cause their disturbance. Each clinic or unit has two special classes, in which special teachers work with children in groups of six to eight. The staff includes a "swing teacher," who serves as a coordinator and disciplinarian, a psychologist, and a social worker. A psychiatrist is also available.

Once a child has adjusted to the point of being able to work in a regular classroom, the social worker prepares his teacher before the child was sent to the class. If necessary the child can be returned to the clinic, but few are.

Palo Alto, California, which is one of the few school districts in the country with generalist-specialists serving in all elementary schools (this program is described later), has special learning centers in certain elementary schools. When specialists, teachers, or the principal spot children who are having trouble in their classrooms, they can be transferred to these centers, usually for a part of the school day, for help in the areas in which they are having troubles.

At some of the elementary schools in Montgomery County, Maryland, there are "catch up" classes for children who need special work. This arrangement is very flexible and can be changed to meet the needs in a particular school at a particular time.

One of the most economical ways of providing children special assistance is to use aides and volunteers. Models are given in Chapter VI.

WORK WITH STAFF AND PARENTS

It has already been pointed out that total programs to provide pupil services to school-age children should expand greatly in the area of working with staff members and parents. This is particularly true at the elementary level, where adults pertinent to the child play such a large part in shaping the learning environment. Models for working with adults individually and in groups are given in Chapter VI.

The Western Regional Center for IRCOPPS, located at the Chico State College in California, has done intensive experimental studies in working with groups. Titles include two studies that need to be mentioned here: Group Counseling with Parents (1965) and Group Counseling with Teachers (1968), both authored by Meville C. Shaw and others. These studies are based on experimental work with adults in groups, with the subjects (teachers and parents) from school districts in the Los Angeles area and in Albuquerque, New Mexico. The actual programs were evaluated by staff members and participants. Some of the sessions were taped. For information about these studies and materials, write IRCOPPS, College of Education, University of Maryland, College Park, Maryland, 20740.

V. TEAMING OR THE TEAM CONFERENCE SYSTEM

Teaming, or the team conference system, is today recognized as the most effective means or technique for "zeroing in" on those two, three, or more children in every elementary classroom who show signs of learning, behavioral, or emotional difficulties. Though pupil service personnel in many school districts perceive of pupil services as a team effort, the technique has been used with telling effect in only a few districts.

WHAT TEAMING IS

The teaming process is set in motion when someone, usually the child's teacher, but in some cases the principal, a pupil services specialist, parent, or other adult spots the child with a problem or problems. It is decided that unilateral action (i.e., action by say his teacher and the school nurse) may not be sufficient to meet the youngster's problems, and he is referred to a child study team. When the team meets, it includes the child's teacher and principal, plus such pupil service specialists as a psychologist, a social worker, a school nurse, and others, depending on the nature of the problem referred and the availability of specialists.

Teaming described in such terms appears simple, and essentially it is. However, some very specialized skills are required, and careful planning.

The teaming technique is amazing in its flexibility and versatility. It can be planned to serve children in school districts of all sizes, ranging from large school systems--as illustrated by the public schools in Baltimore County, Maryland, one of the larger districts in the Nation, where teams operate in all 140 schools enrolling 125,000 students--to districts so small that services must be provided through an intermediate agency or on a cooperative basis. The model for procedure that follows is one developed for an intermediate unit in Iowa. The next section includes more detail for small schools.

A MODEL FOR PROCEDURE

A third grade teacher has a boy in her class who seems unable to read at all. She asks:

> "Why can't he read? Doesn't he see properly? Doesn't he have enough mental ability? Or does he just not care? What are the reasons? What should I do to help him--get cross and try to force him, treat him with an extra dose of kindness, hoping that it is all a matter of attitude, or perhaps I should send him out of my room to someone for special tutoring?"

When the study team meets, all of these questions and others will be considered. Each member of the team will have something to contribute. The nurse, for example, can deal with the question of eyesight; the psychologist, with mental ability; and the social worker, with the question of attitude. If the team effort is well structured, it will involve a number of phases, such as the following ones outlined in a study for a multi-county unit in Iowa, entitled Special Education and Pupil Services in RESA X.[1]

> Phase I--Intake or Referral - The teacher who is making the referral will discuss the problem in order to make clear for all present just what the problem is. Specifics are called for--How far behind in reading? What form does his acting out (behavior) take? How often does he misbehave and when--morning, noon, recess, afternoon, sometimes, or always? Are his episodes controllable or not? These facts, for example, and many others, depending on the nature of the problem, must be discussed and clarified.
>
> Phase II--Analysis - What seems to be causing the problem? Here all members make contributions based on their area of competence. They speculate about causes, and assignments are passed out to specialists if additional information is needed. The teacher may be asked to keep a close record of special behavior which seems to be critical. She might be asked to try something to see what happens. The psychologist may be asked to provide an analysis of learning ability or a personality evaluation; the social worker may make a visit to the home or check with some agency people. The school nurse might contact the family physician and check whether the drugs the boy is taking for an allergy might be causing some of his symptoms.
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> Phase III--Remedial Phase - All team members cooperate in recommending and carrying out a course of action--deciding what to do for the child and to help the teacher. This is the "what to do about it" phase. Usually the child remains with his teacher. If there are "catch up" classes in the school or volunteers are available, the team may recommend the supplementary help available. In some instances, the team may recommend that the child be placed in a special education program.
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> Phase IV--Follow-Up - This is where the team evaluates. Is what is being tried working out? Are there changes for the better? Does something different need to be done? If the child has remained with his teacher, the latter will report at a follow-up

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[1] This study was made during 1968 by an IRCOPPS team consisting of Donald G. Ferguson, J. Donald Monroe, and Rex Shaffer. It is available from the Director, Regional Resource Center, Iowa City, Iowa, 52240.

> session and discuss the child's progress. If, as is usual, his behavior is improving, the case may be closed, at least for the time being. If no improvement is evident, or if the teacher reports the situation worsening, the team gives additional consideration.

The approach to child study should be educational, not clinical. The RESA X study explains the principal underlying this recommendation.

> ". . . . The objective and end product of a team effort must be a course of action, things to do, not classification of the child's disability or a report of what is wrong. This is emphasized because some pupil service specialists are trained in clinical settings and tend to carry that approach over to their work in the schools. It used to be fairly common, for example, to have the psychologist spend most of his time testing. His work with a child resulted in an IQ score and an elaborate written report recommending placement in a special class, possibly little else. Surely, in some cases such a recommendation and a report to that effect are important. They are needed to arrange for a transfer to a special class. However, very little is included in such reports that will help the teacher who will be working with the child. Probably ninety percent of the psychologist's communication should be in discussion with people who need his counsel; only a small portion should be in written report form."

The team's focus is on building a course of action, such as a learning plan, and much of its focus is on the teacher or whoever made the referral. Since the teacher is the one who will carry out the learning plan, and since he is more often than any other person the change agent, he must play a major role in the team program.

A team can, and often does, go beyond the confines of the school. If it is believed that parent-child relationship is instrumental as a cause of the problem or problems (a home visit might be most revealing on this matter) or if there is a possibility that an improved parent-child relationship could be a factor in bringing about change, then the parents might be invited to meet with the team or a team representative. Many parents will be most cooperative if they understand what the team is attempting to do for their child.

As long as the difficulty remains, action is necessary. This action may involve consulting with private physicians, psychiatrists, and clinical psychologists, and working with community agencies. The latter should be used to supplement personnel employed by the school district, not in lieu of them. Not all of the persons mentioned will be included in most referrals. The total array, however, represents the potential of the team.

THE VALUES OF TEAMING

In many school systems utilizing teaming, the technique is still in an experimental and "learn as we go" stage. Their efforts oftentimes lack coordination, and teaming sessions are scheduled on an "on call" or "hit and miss" basis. However, a sufficient number of school systems have developed organized, coordinated, and systematic programs--and have had sufficient experience with those programs--so that definite statements can be made concerning the advantages of teaming. Recently, on the basis of a nationwide sample, IRCOPPS made an analysis of teaming services, and found these advantages, some of which overlap.

1. Teaming provides the most effective technique yet devised for assisting youngsters with serious or multiple problems. Many atypical children, particularly the disadvantaged whether they be Latin American, Negro, or urban or rural white, have multiple and complex problems. To assist such children, the team approach is imperative. Without teaming, a child's teacher, his principal, counselor, the school nurse, school psychologist, school social worker, speech clinician, and others may attempt to help him, each working with the "pieces of information" he has been able to glean from his contact with the child and with little knowledge of what others are doing. Fragmented aid by many persons may result in no aid, or may even be detrimental to the child.

   The kid with multiple or complex problems deserves the best assistance his school can provide. He needs professional attention that focuses not on symptoms but on causes of the trouble--and the coordinated assistance of his teacher and principal and of the various and multiple specialists possessing the skills and insights needed to help him meet his problem. For such a child, "the team approach is imperative," so says Emma E. Williams, guidance coordinator in the Baltimore County public schools, in a speech mainly about John, a boy who needed the help that only a team can give (see pp. 73-77). Miss Williams explains the advantages of the team approach for a youngster like John in succinct terms:

   > "This group [the team] combines its specialties into an organized and systematic way of viewing the student who faces complex and multiple problems. The major tasks of this team include not only gathering the comprehensive information about the case, but more pertinently, synthesizing these findings into meaningful patterns which provide insights necessary to the amelioration or solution of the problem. Through such a

such a combined interdisciplinary approach of the group, an understanding of the total perspective of the case emerges.

"Operating concurrently with the actual processes involved in handling each specific case is an educative process moding the group of individuals into a cohesive unit, each of whom benefits from the knowledge of each other member's specialty, as well as from the knowledge of the combined specialties. The child then has the benefit of these combined talents as a unit, as they relate to his problems rather than as separate forces reaching out to special phases of his problem or problems."[1]

2. Teaming provides the teacher in need of assistance immediate and effective help. A teacher of a "kid with problems" needs help as fast as it can be delivered. If a youngster is referred, his case can be placed on the agenda of the next teaming session or conference. In many cases, the specialists will already know considerable about the child and his difficulty. If his problem is "nipped in the bud," it may be dealt with at the first session, and the case may be closed. If not, the child can be the object of study for session after session.

   Since the teacher has had the opportunity to be in on the full discussion, he can suggest ways in which he believes help can be provided and have the benefit of specialists' consideration of their value. The teacher is in on the formation of all recommendations. He cannot, therefore, be placed in the awkward position of receiving a list of recommendations that in his judgment are inappropriate, or ones that cannot be adequately carried out in the classroom. If specialists agree that the kinds of recommendations a teacher sets forth are worthwhile, the teacher derives a great deal of support--an outcome that is at least a byproduct of the teaming technique.

3. Teaming reduces the danger of overlap among the several specialists. When teaming is not used, it is not uncommon to find several specialists serving the same child or several children in the same family. A consequence can be several different people trying to work with parents at the same time, or at least visiting the home, both circumstances that can lead all too frequently to confusion on the part of the

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[1] Address given to the Virginia Department of Elementary Principals, March 4, 1967, at the Hotel Roanoke, Roanoke, Virginia.

parents. One objective of teaming is to provide the coordination that tends to eliminate confusion (for both parents and specialists) and to increase efficiency.

4. Teaming reduces interprofessional rivalry. Teaming helps to develop interdisciplinary functioning. It has been a common experience that when people work together and learn more about one another, they develop in respect. This truly was the case where IRCOPPS staff members saw teaming in operation. Often, one could not identify a person's discipline during teaming sessions. What a given specialist was able to do seemed to be more important than his title, or the credential he carried. The typical roles of the various specialists seemed to be passed back and forth, depending on what was the recognized competence and skill that a given individual possessed. Sometimes the psychologist operated like the social worker, and vice versa.

5. Teaming increases efficiency. In a teaming situation, if a home visit is desirable, one person is usually assigned the responsibility, thereby conserving time of the busy specialists whose days are never long enough. Working together, team members reduce substantially the time required for referral from one specialist to another, since the referral is immediate (at the team conference). It also increases the efficiency of output. For example, a psychologist and social worker, working together, and perhaps with an elementary counselor and a classroom teacher, provide a variety of concentrated, interdisciplinary insights.

6. Teaming offers an excellent opportunity for in-service training. In fact, one of the plus values of teaming often mentioned was in-service training for all team members--teachers and specialists. Having a teacher participate as a member of a team considering a youngster from his class teaches him many things:

    a. He is helped with the child who is giving him difficulty. He develops a better understanding of the child through discussions with the psychologist, the social worker, and the counselor.

    b. The teacher increases his knowledge of children in general. Since what he learns about one child's behavior generalizes, he increases his understanding of many children.

c. By virtue of operating with a team, the teacher learns how pupil services are of value and how they might be used. The best way to have a person understand these services is to have them participate on one of the teams.

Teaming also provides in-service training and staff development for the pupil services specialists themselves. Frequently psychologists, for example, do not get preservice training with regard to the teaming of services and how their specialty might operate most effectively at the building level. If, during their first year or an internship year, they have an opportunity to participate in a team, they learn firsthand.

7. Teaming reduces the necessity for elaborate report writing. One of the difficulties frequently experienced by pupil services specialists is the great amount of time that must go into writing--and reading--elaborate reports. Teaming does not negate report writing, but it does reduce it. In teaming, the major purpose for reporting is for purposes of the record.

The face-to-face communications of a team situation simplifies substantially the amount of information that needs to be recorded (for example, details about symptoms can be given orally within the team discussion). The forms used, both for referral, can be much simplified.

8. Teaming provides for coordinated child study on a decentralized basis. Though some school systems hold conference sessions in the central office, we recommend that they be held at the school. Living conditions, in and out of school, play a weighty role in shaping all children as learners. For the atypical child, they are likely to be even more important. If conference sessions are held at the building level, team members have a better opportunity to understand the child's learning environment, including his classroom, school, home, and neighborhood.

The team approach provides for the phases of child study sequenced and coordinated within a single operation: referral, intake, analysis, treatment, and followup. If it becomes evident during the followup stage that the problem persists, the team can recycle the case, starting again with intake.

9. Teams that study atypical children intensively can be used effectively as special education placement committees. When the teaming approach has been used, several pupil services specialists, as well as the child's teacher, will have participated in the study and analysis of his classroom behavior,

> his achievement pattern, and his strengths, as well as his educational disabilities. Hence, teaming tends to insure that the decision to place the child in a special education unit will be based on a thorough, many-faceted study. Furthermore, when the team functions smoothly, it is possible for parents to participate more fully. And finally, the team can serve a monitoring function by reviewing placements and facilitating the youngster's return to regular programs on a full- or a part-time basis, whichever seems indicated by the youngster's progress.

A PROGRAM IN OPERATION--BALTIMORE COUNTY

The public schools of Baltimore County have probably had more experience with the technique than any other large school district in the nation. The coordinated, organized, and systematic approach now in use has been developed over a period of years.

Teaming was introduced in some of the schools in the early 1960's. The psychologist, now an important member of all teams, was added to the group roster about 1962. Though many school systems that are using teaming on a broad basis utilize the technique primarily in the elementary schools, Baltimore County uses the technique on a districtwide basis--in over 100 elementary schools that serve approximately 62,000 students, and also all 40 junior and senior high schools.[1] What follows may be more meaningful if the nature of the school district, and of its pupil services program are understood.

The District

In Baltimore County, the school district is coterminous with the county. The latter is comprised of 610 square miles, surrounds Baltimore City (which operates its own educational system), and extends to the Pennsylvania state line on the north. Though it contains a number of industrial and rural communities, the area is largely suburban in character.

Pupil Services and Philosophy

The public schools in Baltimore County place a high priority on pupil services. In 1957, the Board of Education created the position of Director of Pupil Services. Since that time, services provided for pupils (guidance, health, psychological, the testing office, and the services of the case worker who visits homes and acts as liaison with community agencies) have more and more come to function as a unit.

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[1] As of September 1969, teaming had not yet been introduced into two new elementary schools, primarily because of budgetary and staffing problems.

For a concise statement concerning the philosophy of pupil services in Baltimore County, we utilize information provided by Dr. Charles M. DeWitt at a four-day workshop on "Developing the Team Approach to Pupil Services," held in Clearwater, Florida, in late June 1968:[1]

> "The program of Pupil Services in Baltimore County stands in a service relation to instruction . . . . Our primary purpose is to assist pupils individually and as groups, teachers and administrative staff in improving learning situations. For the purpose of clarification, it is quite accurate to state generally that our programs and activity fall into three broad categories. One is comprehensive and concentrated service to individual children. Second, the maintenance of programs for all children, for example our health program and testing program are available to all children in the school system; and third, the program of help and consultation to teachers and staff."

It is worth nothing that teaming services are one of the means used to achieve the first and third objectives.

The focal person in Baltimore County's pupil services program is the classroom teacher. At the Florida workshop, Dr. DeWitt explains the rationale thus:

> "It should be kept in mind that the key person as far as we are concerned in the school system is the classroom teacher. It is the classroom teacher who guides the development of each individual child to make him socially competent and a valuable and contributive member of society. You will probably hear me saying "teacher" as often as "pupil." This may appear surprising, however, it illustrates the focus of our program.
>
> "The day of the self-contained classroom with the teacher who was all things to all pupils is long gone. Perhaps the teacher was really never all things to all of her students, but she did a pretty good job of it and I lament the passing of the self-contained classroom; by this I really mean that I am not convinced that we have devised anything better than a small group of children assigned to a real good classroom

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[1] The printed report on this workshop, cited earlier, is available from the Florida State Department of Education.

> teacher who is responsible for all aspects of the child's development. But then teachers could have used help, and it is imperative that in today's society that they have more help. If all children were Alvin Averages and Mary Medians, perhaps there would be no need for Pupil Personnel services, but as we know, all children are far from being Alvins and Marys, and teachers need a great deal of help. They need this help particularly in view of the fact that there is a dearth of training in their educational background with not enough time spent on studies of human behavior, child growth and development and learning principles. We would not intend to make specialists--that is psychologists, social workers and counselors--of our teachers. Teachers need specialists in these fields, but they also need to have a better understanding of child behavior and behavioral modification.
>
> "At the present time it appears the best source and perhaps the only immediate source available in most systems is through the Office of Pupil Personnel. Probably we will never have a sufficient number of Pupil Personnel workers to do a complete job, hence we must focus on the teacher to make her more understanding of child behavior and better able to cope with the deviant kinds of behavior, and more adept in the development and maintenance of a good atmosphere of mental health in the classroom."

The teacher is also the focal person in the team approach conference. Most of the referrals come from classroom teachers; and if the problems of a youngster referred by a particular teacher scheduled to have his problems considered (all referrals are carefully screened so that conferences include only those situations that cannot be resolved by unilateral decisions or individual action), the child's classroom teacher is always a member of the conference team.

Procedures

Though the Baltimore program is a highly coordinated one, it is structured to permit great flexibility from school to school.

Meetings. Each elementary school has a team that meets on a regularly scheduled basis--for example, 9 A.M. the second Tuesday every month; or 1:30 P.M. the third Wednesday each month. At times, if the individual school has a "lot of kids" who need to be included on conference agenda, the team may meet twice a month. Or, if the "teaming load" is light, a meeting may be skipped. Typically, however, an elementary school will have eight to ten "regular" meetings during the academic year.

In addition, some schools have a preliminary meeting during the month for the purpose of screening names submitted for the agenda and of gathering information and materials. Team members are expected "to do their homework" prior to the conference, and as many of them as possible should have had prior contact with the students to be considered.

Team composition. To help clarify the composition of elementary teams, first these details about staffing at the elementary level:

1. Counselors. An elementary counselor serves every elementary school. (The goal for counselor-pupil ratio at the elementary level is one counselor for every 24 classrooms.)

2. Psychologists. These specialists serve the schools on a "cluster" basis. The district has five administrative units, and psychologists are assigned to an area office. Attending team conferences is an important aspect of their job.

3. Nurses. All schools are served by professional nurses employed on a part-time basis by the Baltimore County Department of Health.

4. Pupil services worker. Formerly called a visiting teacher, the pupil service worker serves as liaison worker between the school, the home, and community agencies.

Though the Baltimore program is a highly structured one, team composition is flexible from school to school, as is also true of the meeting schedule. These people may be involved around the conference table:

> Teachers. Since six or eight youngsters may be on the agenda, six or eight teachers may be involved. To free them from classroom duties, principals handle the matter in a variety of ways--substitutes, volunteer substitutes, good scheduling techniques (i.e., Mrs. A is scheduled when her class is to spend a period in the school library with the librarian in charge).
>
> Principal. At the elementary level, the principal usually serves as coordinator, though at times he may delegate this responsibility to a counselor.
>
> Pupil service specialists. What may be conveniently called the "regular" or "nucleus" team also usually includes the counselor, psychologist, nurse, and pupil services worker serving the children in the particular school. Since conference meetings are scheduled regularly, said meetings are a part of their schedule.
>
> Others. For special cases, reading specialists, speech therapists, and representatives of community health and welfare agencies may be called in.

Dr. DeWitt, who stresses the importance of "satellite individuals" (personnel and agencies outside the school system), points out that

Sample Agenda for Team Conference

BALTIMORE COUNTY PUBLIC SCHOOLS

____________________ SCHOOL

March 22, 1968

TO: Mr. Smith, Mr. Williams, Miss Evans, Dr. Clarke, Mrs. North, Mr. West, Miss Sullivan, Mr. Davis, and Mrs. Elkins

FROM: John Taylor, Vice-Principal

RE: Team Conference

The seventh team conference will be held on Wednesday, March 24, 1966, at 9:30 a.m. in the Guidance Conference Room. The following cases will be discussed:

Smith, Jim	G-4	Home situation
Ball, Susy	G-1	Emotional problem, learning problem
Jones, Sam	G-5	Discipline problem
Peterson, Tom	G-4	Review with case worker
Ball, David	G-3	Review with reading clinician
Bruce, William	G-6	Underachievment in math and science

Mrs. Klements, case worker, will be present to discuss the Peterson case. Mr. Walters, reading clinician, will be present to discuss the Ball case.

Certain previous cases will be discussed briefly.

Case total for 3/24/68 - 6

Cumulative case total - 48

The next team conference date is Thursday, April 18, 1968.

"our team conferences are not simply screening techniques for the purpose of referring problems elsewhere."

> ". . . . I doubt if many kinds of referrals for other kinds of help are ever made without the team having had work with the case. In addition, we have found that within ourselves we have more strength than we realize, and have utilized in the past, and that it would appear that we are going to have to employ our own resources to the fullest in view of the dearth of many kinds of help. As has been pointed out, as the result of this, we use our counselors and psychologists much differently. I sometimes have the feeling that unless carefully controlled and without excellent followup, referrals outside place the kid in limbo where something may or may not be happening, and with us not knowing too much about what's going on."

People participating in team conferences will do a better job if they are given guidelines within which to operate. Recently a committee of ten members, which included an elementary principal among others, prepared a bulletin for distribution to all persons involved in teaming. This bulletin includes a "Statement of Policy on the Pupil Services Conference," and a "Guide to the Pupil Services Team Conference." The latter includes the following suggested procedures for organizing and conducting conferences:

I. Preparation for Conference

   A. Each team member should be familiar with the team procedures and philosophy as outlined in this directive.

   B. It is essential that one member of the team be designated coordinator. In the elementary schools this would normally be the principal or someone appointed by him. In secondary schools it would normally be the principal or the vice-principal in charge of pupil services. Responsibilities of the coordinator are to:

      1. Establish the calendar for the team meetings

      2. Coordinate selection of pupils to be discussed at the conference

      3. Prepare the agenda (see page 68)

      4. Arrange for teachers to attend the conference when their presence is essential

      5. Chair the meeting (if so designated by the principal)

6. Summarize after the discussion of each case to assure the recommendations are clear and that each representative knows his responsibilities.

7. Coordinate followup of recommendations.

C. A written agenda for the meeting should be submitted to all team members well in advance (preferably one week).

D. Each member of the team is responsible for presenting available materials concerning pupils whose names are on the agenda.

II. Selection of Pupils to be Considered

A. Referrals may come from any member of the team, faculty, and staff.

B. Prescreening is desirable in ascertaining which cases should be brought to the attention of the total team.

1. A conference for prescreening should be held involving at least the counselor(s) and team conference coordinator. This procedure would be especially appropriate for elementary schools where a counselor is available.

2. Depending on the needs of the individual school, weekly sub-team conferences may be held. The sub-team is generally composed of in-school members of the team.

C. A limit should be placed on the number or cases to be discussed in each meeting in order to provide time for adequate discussion and coverage within a reasonable time limit. Suggested time limit: $1\frac{1}{2}$ - 2 hours.

III. Organization of the Meeting

A. Appoint someone to serve as a recorder at each meeting. The duties of the recorder may also include keeping a brief record of recommendations on each case for future review. This record should be distributed to each member of the team.

B. Provide each team member with a folder of work sheets for note taking.

C. Contact all teachers who work with the children to be discussed prior to the scheduled team conference to ascertain such factors as the current behavior pattern and quality of performance of these students. Routinely, such written information should be made available at the time of the conference.

D. Review at each meeting cases previously discussed, the recommendations made and the resulting progress. Some cases need not be continued and can be removed if satisfactory results are obtained or circumstances warrant.

E. Present the case by providing a statement of the problem and a picture of the child's school progress in addition to other data. The team member making the referral has this responsibility. This procedure will be supplemented by full, free discussion and evaluation of information from other members of the team.

F. Determine those pupils who should be referred. This should be the consensus of the team members.

G. Summarize after the discussion of each case to assure the recommendations are clear and that each representative knows his responsibilities, including the routine handling of forms for referral purposes.

H. Have each team member be prepared to report his findings and progress at the next meeting. The team conference coordinator will strive to help the progress of the case between sessions.

I. Allot time near the end of each meeting, if necessary, to discuss any emergency cases that may have arisen subsequent to preparation of the agenda for the meeting.

IV. Followup and Evaluation

A. Provisions for followup are essential for effective in-school evaluation of the team process in terms of help given to children and should constitute a routine procedure in team conference techniques. All team members should share the responsibilities of followup.

B. Followup should be both short term (see III-D above) as well as on a long range basis. The latter is extremely important since some action often brings only symptomatic relief.

C. Cases previously active with the team should be reconsidered and reopened whenever the team screening group decides that further action on the case seems advisable.

D. Information gained through followup studies where practical should reach all team and faculty members who originally participated in the case.

E. The final team conference of the school year routinely should provide for evaluation of the team processes used during the preceding months. Such an evaluation may serve to reinforce procedures found to be effective and/or give direction to possible refinements of techniques. Followup information should be an essential feature of this year-end evaluative process.

The bulletin includes sample forms recommended, which may be adapted to meet the needs of the local school situation. They include (1) a form to be used for each child studied at a conference, and (2) a "case disposition sheet." The former includes spaces to record (a) the reason for referral, (b) resources used, (c) the child's grades, (d) test data, and (e) comments concerning the child's health, etc. The "case disposition sheet" is a form for reporting the disposition of each case considered--for example, after one teaming session at which Sarah Doe's problems were considered, the counselor was to refer her for full psychological evaluation, and the principal to contact the school the girl attended previously.

Development of the Program

A program such as the one in Baltimore County cannot be developed overnight, for time is required to develop support and procedures. Dr. DeWitt outlined how the program was developed at the Clearwater, Florida, workshop on teaming.

> "In the beginning we knew we wanted to develop some kind of a program which would provide a time for people to get together to communicate about certain cases. Then we did not envision the team conference program in all its details as it exists today. I suspect the beginnings were laid in the regular monthly staff meetings of Pupil Services personnel in which we discussed our problems of communication, overlapping, etc.
>
> "Neither did we see the succession of steps clearly from the beginning that we would be using in nurturing and developing the program. We proceeded from one step to another."

1. The first formal stage in planning was to arrange area meetings with principals (the district is divided into five administrative areas), at which pupil services personnel discovered that "we were not as well known as we would like to think." A great deal of time was spent in "getting acquainted" and discussing roles and functions. As a result of these meetings, some principals and the pupil services specialists assigned to their schools agreed to meet periodically in school-based meetings rather than area headquarters.

2. The supervisors of the respective divisions of pupil services started to promote the idea of team meetings on the part of their staff. This was a promotional effort undergirded by the idea that if "you think it would be good, we will help promote it with your principals, but never forcing it." In the second or third year, a directive guide was prepared.

3. Arrangements were made tactfully for intervisitation, in which members of weaker teams visited the better teams to watch them in action.

4. To gain the support of principals, teaming was discussed and promoted at professional meetings.

5. For some time, pupil services supervisors were used as "troubleshooters"--whenever "we got word that a team was having trouble, that someone was dominating it, that it was generally weak, or having some other kind of trouble," one or two supervisors were used to troubleshoot.

6. For some years, being knowledgeable about, and receptive to, teaming has been one of the criteria for selection and evaluation of principals. As indicated earlier, today there are a few principals who are lukewarm, but no "holdouts."

7. For some years, a 15-week inservice program has been provided for teachers. This is described later.

8. Selected teaming sessions have been recorded on video tape. These are to be used by the administrator in orienting staff, and in the inservice program, both in the aforementioned program and for self-evaluation by participants. Tapes from the tape library are also used when representatives of other districts visit the school system to find out about how teaming operates.

THE CASE OF JOHN--A KID WITH MULTIPLE PROBLEMS[1]

John had more strikes against him than any nine-year-old youngster should be asked to bear. His problems were multiple, and if any child ever needed unified and coordinated assistance, it was he! Fortunately, after he registered in the third grade of School A, his teacher referred him for study by a team.

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[1] This discussion is based on an address, cited earlier, given by Emma E. Williams, guidance coordinator in Baltimore County, March 4, 1967, at a meeting of the Virginia Department of Elementary Principals, in Roanoke, Virginia.

The team studying John included his teacher, the school counselor, psycholgists (the school psycholgist and a private psychologist who had evaluated his case prior to placement in his current foster home), the school nurse, pupil services worker (i.e., social service worker, a school employee who visits homes), and the social worker for the Family and Children's Society, the agency responsible for placing John in a foster home.

When John turned up at School A to enroll in the fourth grade, he appeared alone and gave the following information about himself: He was nine years old the previous July 13, his mother was dead, and his father a merchant seaman whom he had not seen for several years. His report card from a rural school in a neighboring district indicated satisfactory, though not outstanding, grades in all subjects. He was living with a foster parent, Mrs. Brown (and had lived in several foster homes before coming to her).

Physically he was small for his age. His features indicated that at least one parent was Asian. He had a deformed left hand, which he was adept at concealing. His clothes, although clean, were of poorer quality than those of other children in his class.

His teacher, who had referred him, reported that he had been a problem since the first day of school (and suggested that maybe school has been a problem to him which was true). In class, his attitude was belligerent and hostile, and he was noisy and quarrelsome. He was often late, and, as the weeks progressed, truant more frequently. He made no close friends, and refused to do his work. His progress to the date of the teacher's report had been poor, and though he often became engrossed in a library book, the flicker of interest did not last. He seemed wary of adults. His teacher, and other team members, found him aggressive and "fighting"--both physically and emotionally! He exhibited no loyalty to anyone--his peers or adults.

Basically, all members of the team had to accept first that John was a unique individual and worthy of respect. Each character trait he put into action was designed to bring some response from some person outside of himself. His behavior, then, was based on the attitudes and personal perceptions he had of himself--and generally his behavior enabled him to enhance his perceived self (for example, "if I'm a truant, I do not have to admit my lack of intelligence, or that my clothes are not as acceptable as those of my classmates, or that my classmates make fun of me"). Team members had to accept other facts about John: He had the ability to learn and could be helped to make choices that would permit him to accomplish the hurdles of development and growth.

The teacher, a perceptive person and knowledgeable about nine-year-olds, was able to view him not only as an individual but also as he appeared in relationship to other boys his age. She raised questions that, when answered, might enable John to view himself differently.

"Was school a problem to John? (Two aspects of the answer to this question were evident immediately. The competition in the rural school he had attended was not as difficult as it was in School A, located in a highly urban upper socio-economic area; and quality clothes, so important to most of the children in his current school, were unimportant to the majority of his former classmates.)

"If he, like most nine year olds becoming more aware of himself and his environment (father unknown, mother dead, foster parents, oriental background, dress, deformed hand)? Is this awareness contributing to his unusual behavior?

"At this age of increasing self-consciousness and sensitiveness to peers is his aloofness from his peers the result of feeling "different"? Does he remain aloof because of his fear of being rejected or because his peers seem younger?

"Does he view his belligerent and hostile attitude, the typical behavioral response exhibited by older children, as enhancing his perceived self? Why was he so hostile to adults? ("No one cared enough about me, and I won't trust any adult by giving him a chance to like me!)"

As various specialists studied John and worked with him, pieces of information began to come to light. A pupil personnel worker brought in information about his background and environment. His deceased mother was Asiatic. His merchant seaman father did write occasionally, but the letters were filled with promises that the man never fulfilled.

John had been placed with Mrs. Brown by the welfare agency after he had run away from an earlier foster home on a farm. His current foster parent seemed sincerely interested in him. She had, however, little understanding of his school problems and felt that he just "must study more." She found him reluctant to accept her, though he was beginning to do so. (Was this because to date no important adult had really been dependable?)

John's foster mother was a widow, who had several foster children, of whom John was one of the older ones. She assigned him some responsibilities. He met many of her expectations in both responsibilities and behavior. Her view was that he should assume some responsibilities as a member of the family team. John's view was that she "needed him to help her."

The elementary counselor on the team, a member of an ethnic minority group, was able to develop a very fine relationship with the boy. Through stories and toys John expected his affections for his foreign born mother and his grief at her loss--and his disappointment, utter despair, and anger at his Caucasian father, who promised but didn't produce.

Through counseling, the counselor discovered that John did perceive himself as very different--different in appearance, different because of lack of parents, different in dress; and, as these differences prevailed, so did his sense of distrust. His classmates represented everything he wanted to be and couldn't be, but he could be noticeable, arrogant, truant. "You have to fight in this life," he said.

The boy expressed a liking for his new social worker, an entirely different ethnic personality, and also affection for his current foster parent who, he said, "really needs my help." He viewed himself as not too bright, but he didn't want to be like "these kids"; "They are snobs, make fun of my clothes, say I look funny." The boy indicated that if he couldn't be liked by the group and be recognized, he would be recognized because he could be different. "They're afraid to cut school," he said.

One of the teachers at the school had interested the youngster in the sports program at a recreation center sponsored by an Asian ethnic group. "These kids," he said, "like me."

The psychologist who worked with John verified the boy's above-average ability and his above-average achievement in reading, but he found the boy very uncommunicative. Eventually, however, John began to express his feelings--the cherished image of his mother, who had no control over her leaving; his resentment of his father; his experience in a foster hom where he felt he had been "used"--and all the pent-up feeling of aloneness and helplessness of a nine-year-old in his situation.

As the team continued to study John, each member, with his different background, provided pieces of information to provide a more composite picture of the youngster than one individual alone could possibly give. Obviously, at this juncture, more information was needed and also a coordinated plan of action. But the team had enough information about the boy to agree on these points:

1. John had the scholastic ability to achieve successfully, and he seemed to enjoy reading books of his own choice. Why was he not achieving successfully? We had clues (poor conduct, frequent absences, and failure to comply with instructions).

2. John's relationships were belligerent, particularly in the classroom situation. He was a "loner" among his peers. Why?

3. John had some physical handicaps--slight in stature, a deformed hand--and about these he was self-conscious and depressed. Indications of possible hearing difficulty needed to be verified.

4. He appeared more belligerent and resentful to male Caucasian adults and seemed to identify better with people of minority groups and with women.

5. He seemed to have no sense of loyalty, although there are indications of a growing affection for his current foster mother.

6. His belligerent behavior and truancy indicated he was fighting for his own self-respect--not in an acceptable way--but fighting.

Obviously, if all members of the team had worked simultaneously with this youngster, the result could only bring chaos. A plan of action was worked out providing that some specialists work directly with the boy and that others serve in a consultive manner.

The focal person in helping John was his classroom teacher. John's counselor, who had established good rapport with the boy, worked with the boy at school in regular counseling sessions. The counselor (a woman and a member of a minority group) used her skills and understanding of the boy to help his classroom teacher in interpreting and understanding the boy. In working with the teacher, she sought to incorporate observations of John at the recreation center. The counselor sought advice from the psychologist concerning techniques that both she and the classroom teacher might use and find helpful. The counselor also received support from the social worker who worked with John at home(the latter also arranged for a hearing test) and who provided insights gained from the home relationship.

Periodically, the group met to evaluate John's progress and to review and reconstruct the plan to help the boy meet his needs more effectively. Clearly, John was one of those youngsters who need to be recycled for study year after year, but after concentrated study, progress could be seen.

His scholastic achievement did not develop to the extent to which he was capable, but his attitude improved. He remained a truant, but his truancy was becoming less prevalent. Though he still had periodic spells of belligerence, he seemed to need this way of defending himself far less. His foster mother, whom the school social worker had worked with, interpreting John's school picture and needs, had given the boy a real sense of need. Though little could be done about his father, the case worker had been able to contact him as a result of a letter to John, and the man did visit his son when his ship was in port.

John's problems were not solved, but he was learning to "live" with them. His case was not an easy one to deal with, but it was a very rewarding one!

VI. SOME MODELS IN OPERATION

When the computer moves into the mainstream of American education, the best models for pupil services, as for other aspects of the educational process, will be those planned and tested before they are implemented. For example, a superintendent might ask: "What would be the effect on our elementary schools if we provide a generalist whose forte is social service work on a ratio of one specialist for every 600 children? Is there an alternative that will provide better results per dollar spent?"

To construct and test a model that would provide answers to such questions is today possible. But doing so would require so much time on the part of highly skilled people that the cost would be prohibitive.

Today, the best models available are "living" ones of programs in operation in various school districts. As indicated in the introduction of this study, the term model is used here to mean a "guide to planning." The school administrator interested in improving pupil services in his elementary schools will do well not to seek "that elusive model" transportable intact to his district. Instead, he will study the models included here, asking himself such questions as "What does this model offer for my school system?" "How can it be adapted to fit the local situation?" and "Can we profit by the experience of others and develop a better technique or procedure?"

COUNSELING PROGRAMS

As indicated earlier (see pp. 36-37), a new breed or type of pupil service specialists has appeared on the educational scene--the generalist-specialist, whose title differs from school system to school system. To avoid confusion, the titles used in the discussion that follows are the ones used in the particular system serving as a model.

Providing counseling services at the elementary level on a districtwide basis will prove a major challenge in almost all school districts. The costs of planning and staffing will prove a major consideration, and, though institutions of higher education are training increasing numbers of specialists, the demand for their services far exceeds the supply. Most school systems planning to provide such services will move into the program gradually. In such districts, these simple guidelines will be of value:

* When the district is able to hire a few elementary counselors or consultants, assign them to the schools where the need is greatest (many districts have already done this, particularly in target-area schools). Since these schools are the ones in which results will be most obvious, this utilization of staff will help to promote

acceptance of pupil services by parents, the staff, and the community.

* The specialists should be based in the schools where they will be available to teachers, principals, parents and children. If the elementary schools are small (under 400 children), one specialist can serve two schools. If they are large (1,200 and upward), assign two specialists, if possible. The school-based specialist will get a far better "feel" for the educational program in the school and will be in a far better position for establishing rapport with the people he is to serve than the itinerant.

* One of the responsibilities of the specialists will be to serve as the representative of pupil services in the building or buildings where they serve, but arrangements should be made to take school-based people to the central office.

* The planning should allow the specialist considerable leeway in operating. Circumstances will differ from school to school, and just as children have different learning styles. If a specialist needs to work with parents and the evening hours are most convenient for them (the father would then be home), the specialist should be able to arrange his daily schedule to start work at perhaps eleven o'clock and work during after-dinner hours.

The IRCOPPS teams observed in three school systems where school-based consultants serve. Two of these programs (Palo Alto, California, and Lexington, Massachusetts) are described here. The third district was Long Beach, which has been using elementary counselors for years.[1]

The Program in Palo Alto, California

The program in the elementary schools of Palo Alto, California, is the most unique in the Nation for a number of reasons:

* The program is, as will be explained in more detail later, based on a carefully developed rationale that serves of all guidance services, kindergarten through high school.

* The program has been developed over a period of time, carefully tested, and now implemented in all elementary schools.

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[1] The Long Beach is one of the programs described in George E. Hill and Eleanore Braun Luckey, Guidance for Children in Elementary Schools (New York: Appleton-Century-Crofts, 1969).

The schools are small (300 to 400 children), and elementary guidance consultants serve in all schools.[1]

* The district is researching results and evaluating, checking program results against the best research results.

* The district which owns a small computer (an IBM 1620) and utilizes more sophisticated configurations in a nearby university, is already utilizing the resources of its department of Educational Data Services to facilitate guidance services and is in a position to move in the direction of making greater use.

For background, Palo Alto is a suburban community approximately 30 miles south of San Francisco, located in an area that is a research and educational center. Electronics, education, and publishing are the three major sources of income for its inhabitants. Fathers of many of the children in the schools are professional or businessmen who commute to San Francisco. The community as a whole is much concerned about the welfare of its children, a fact that helped to shape the elementary guidance program.

The school district serves approximately 16,000 children in grades kindergarten through high school. They are housed in 22 elementary schools, three junior highs, and three senior highs.

Development of the program. Funds provided by the Rosenberg Foundation financed early planning and a demonstration project, which was reported in 1963 in a district publication entitled The Use of the Child Development Specialist. Later the program has been financed in part by NDEA funds.

The account that follows is based, in part, on observations of the program, plus printed materials made available for this study by the director of guidance. These include:

* Elementary School Guidance: A New Approach, by Kenneth Sanner and Rosemarie K. Moore, issued by the school district in the latter part of 1967. All elementary guidance consultants who had served in the program contributed to publication of nearly 100 pages, the writing of which was financed in part by NDEA.[2]

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[1] It should perhaps be pointed out that the school district has a long tradition of guidance services, a fact that in all probability influenced the title used for the generalist-specialists serving in the elementary schools.

[2] This, and other publications on guidance in Palo Alto, are available to other school systems as long as the supply lasts. Send inquiries to Dr. H. B. Gelatt, Director of Guidance, Palo Alto Unified School District, 25 Churchill Avenue, Palo Alto, California, 94306.

- Abstracts of presentations and other materials prepared for a special State Guidance Conference, which the school district put on in Palo Alto for pupil service specialists throughout the state at the request of the California State Department of Education. The conference was held in January 1968.

The preparation of such publications as *Elementary School Guidance*, with its carefully developed detail on role development, forces the persons responsible to think through the program to be recorded. The statewide conference also offered advantages in this respect. "We have," so Dr. H. B. Gellat said in an address for all participants, "learned a lot about our own guidance services in preparing for this conference."

Rationale. One of the most important elements in elementary counseling programs, as in any other education program, is purposeful direction (objectives) and a framework for attaining those objectives. In his speech entitle "The Rationale for Palo Alto Guidance Program and Services" at the January 1968 conference, Dr. H. B. Gelatt spelled out the objectives of the program in these words:

> "Although psychological theory helps you determine *what* to do and *how* to do it, it does not tell *why*. That is, the philosophy of education, the goals of the district, the objectives of guidance are *not* determined by theoretical principles. These goals and objectives are reflections of values, beliefs, and ideals. Theory doesn't determine value. For example, a theory may describe how behavior is acquired; it doesn't define the behavior as good or bad.
> "
>
> "Therefore, a guidance framework needs first of all some objectives, some statements of beliefs and values. In Palo Alto *we believe* that guidance should foster individualization in the development of all children. *We believe* that guidance should make every effort to provide conditions which insure this individualization. *We believe* that guidance should help to develop in students the capacity to be self-directing, to express individuality, to appreciate personal value and uniqueness and to be a competent, responsible decision-maker."

In developing the framework through which the objective of facilitating the educational development of all children, planners utilized two theoretical constructs--reinforcement theory and the decision-making process. Dr. Gelatt explained the use of reinforcement theory thus:

> "Reinforcement theory which we utilize (sometimes called general learning, behavioral, social learning, etc.) says, in general, that most human behavior is learned and that

> such learned behavior is acquired as well as maintained or modified through the principles of respondent and operant conditioning, reinforcement, observational learning (modeling), and generalization and discrimination."

"One of the behaviors we want to influence, one of the district's guidance objectives," Dr. Gelatt explained, "concerns student decision-making."

> ". . . . All guidance has something to do with choices people make. Helping students learn how to make decisions and assisting staff and others in decisions about students, then, are important functions of Palo Alto guidance personnel. Therefore, it would seem sensible, from a theoretical point of view, to include the process of decision-making in our guidance frame of reference."

Role of the consultant. The program is designed to attain the objective of facilitating the educational development of all children by shaping the conditions of learning and specific school experiences. The consultants work primarily with the persons who are important in influencing children's school experiences and his life--teachers, principals, and parents.

The school district employs eleven consultants, all trained psychologists. Each consultant serves in two elementary schools (they are small, ranging between 300 and 400 children). They spend one day in the central office for planning and coordination.

In general, their role is described in what they bring to the job and what they do on the job. They bring knowledge in these areas:

Child development
Conditions of learning
The school situation

The dimension of the consultant's job also has three aspects, (1) assessment, (2) translation and consultation, and (3) communication.

Consultation. Guidance consultation, so Elementary School Guidance: A New Approach explains, involves three dimensions:

1. Direct aid in planning for a specific problem or event, such as a program for a particular pupil or group of pupils.

2. Teaching of how one goes about child study and program planning, facilitation of increased knowledge of child development, and, for teachers, growth in interpersonal skills for pedagogy.

3. Translating thought into action, which is the most difficult and crucial aspect of consultation.

Consultation with teachers. Consultation with teachers ranges from a rather simple interview situation to a sequence of activities. An interesting example of the former occurred when an intermediate grade teacher sought assistance from the counselor because he felt that his pupils were not making adequate progress in spelling skill. When the consultant brought the discussion around to student behaviors and what behavioral changes might affect learning, the teacher "decided that if the children used the dictionary more habitually, they might improve their spelling." But the teacher was skeptical about his influence as a model, so the guidance consultant suggested he try an experiment: "start putting his pencil behind his ear." Encouraged when pupils immediately started putting pencils behind their ears, the teacher tried the same procedure with the dictionaries and their usage. It was "amazing how the children started going to the dictionary.

More frequently, a guidance consultant is consulted regarding a particular child, and oftentimes one session is not sufficient. Elementary School Guidance outlines this general framework for a sequence which is applicable to most situations.

1. The teacher's presentation of the problem

2. A restatement of the problem in terms of behavior, often from an undesired behavior

3. The relationship of this behavior to educational goals

4. Identification as to whether or not the child has the desired behavior in his behavioral repertoire

    a. If he does, then identification of the kinds of situations in which he exhibits the behavior

    b. If he does not, then identification of the behavioral steps in the development of the behavior

5. Examination of the events immediately surrounding the occurrence of the behavior in question; that is, its "cause" in terms of provoking stimuli and the basis for its maintenance (the reward of expected reward). This is the first step in hypothesizing.

6. Identification of the behavior variables under the school's influence.

7. Knowledge of the child's reward system

8. Planning for the evoking and maintenance of the desired behavior on the basis of learning principles (the second step in hypothesizing, or planning an "experiment")

9. Planning for evaluation of the attainment of the objective and the methods to be used

Elementary School Guidance elaborates on the role of the consultant in consultation thus:

> ". . . in consultation the guidance consultant will emphasize the point of view that behavior is learned as a consequence of experiences, is a function of immediate antecedent and consequent events, and is maintained by immediate or expected reward. He will aid in problem-solving through relevant, non-judgmental data-collecting, hypothesizing, and programing. His own behavior will serve as a model for this point of view. It should be noted in passing that an evaluation of a problem may well reveal that the required change in behavior will be in a person other than the child. That is, an adult's or the school's expectations for the child may be inappropriate, or an adult's responses may be reinforcing and maintaining the undesired behavior, or inhibiting the desired behavior. Therefore, a change in an adult's behavior may be called for. It should be further noted that the conditions facilitating effective consultation will be attended to throughout the sequence."

Consultation with principals. Elementary School Guidance discusses the importance of the consultant's relationship to the principal and its nature, which is subtle in that the consultant's role is considered quasi-administrative. The latter has "the delegated responsibility as representative of the district's guidance department to see that the policies of the district in this area are carried out." Authority over teachers and responsibility for all decisions rests with the principal.

> ". . . . The guidance consultant must be able to distinguish between those administrative decisions with which he might personally disagree but which are within district policy, and those which clearly violate a district policy of goal. Although events of the latter nature are rare, they do occur, and should be brought to the attention of the Director of Guidance of evaluation and possible administrative intervention."

The same principles and procedures for consultation with teachers are, in general, applicable in consultation with principals.

> ". . . . That is, the consultant aids the principal in his decision-making and planning through definition of problems in terms of goals and behavioral objectives, steps toward achieving those objectives, and methods of evaluating their effectiveness. According to elementary school administrators, the guidance consultant is seen as most helpful in facilitating the decision-making process, and in providing a 'sounding board' in reference to some decisions already entertained. These decisions may range from school organization and innovations, staff problems and individual children, through district problems and community concerns. Further, the guidance consultant, with discretion is able to provide feedback from the staff regarding the effects of certain practices and bring to the principal's attention situations that require his intervention of which he might not have been aware."

One important aspect of consulting with principals is the role of the consultant in giving the principal the advantage of his expertise in learning and child development, which may be the basis on which the administrator makes his decision. A principal goes to the consultant with regard to a teacher who is a continuing source of distress and irritation to him and aloof from his colleagues. The principal had asked: "What shall I do?" After exploring significant aspects of the teacher's behavior, the principal decided that he should be spending more time in reducing the teacher's provocations rather than in modifying his behavior.

Consultation with parents. The consultant's primary role is to help teachers in their planning for educating pupils. Providing such help brings them into frequent contact with parents, both teacher- and parent-initiated. The purpose of contacts with parents differ. The consultant may see parents alone or with other school personnel present. If the consultant feels that a child would benefit from psychiatric help (the district employs a psychiatrist), he may so suggest.

A "new" approach. The guidance approach in Palo Alto is new in that it emphasizes the following--so Kenneth Sanner, one of the elementary consultants, explained at the January 1968 conference:

1. _Developmental_ rather than only remedial

   Looking at children in relation to general development; not requiring a problem to receive the services.

2. Educational rather than purely "clinical"

   Not attempting to "cure" or treat the child but seeking ways to help him learn by arranging the conditions for learning. Appropriate development is not the absence of problems but learning to cope productively with problems.

3. School relevant variables

   In elementary school, teachers, principal and school staff are in control of the most important variables in learning. Nonschool agencies are used as supporting agents, not as "referral" sources.

4. Present condition

   A child learned his behavior in past history but responds according to the immediate situation. We can modify the present but can't change the past. History may be helpful in assessing and understanding the present functioning.

The Program in Lexington, Massachusetts

In Lexington, Massachusetts, pupil personnel was organized as a separate department in 1961, and specialists, called counseling consultants, were assigned to elementary buildings. Counselors now serve on a ratio of about one to every 500 children. Each counselor serves one building and one only, except that one counselor serves two small schools.

The specialists hired may be trained in social service work, counseling, or psychology. Exhibit F is a job description for this position. They were placed in the schools to serve as a resource for children and the significant adults in their lives. It was expected that they would be able:

To assist teachers in their attempts

to know what is normal behavior and development in children;
to know what teacher behavior or attitudes enhance pupil development;
to respect and utilize their strengths for enhancing pupil development;
to understand each pupil;
to know what teacher behavior, attitudes, or programs may help a child with special problems to progress toward toward optimal development;
to learn and use effective child study techniques.

To assist principals in their attempts

to provide in-service training to teachers in appropriate areas such as: child study, test administration and

interpretation, social forces, mental hygiene of teachers and pupils;
to consider the impact of the society of the school on pupils' development and to maximize the constructive features;
to consider effects of curriculum and programs on pupils as individuals;
to interpret curriculum and programs to parents and community;
to utilize community resources for help in child studies and assistance in programs.

To assist parents in their attempts

to understand their child within the framework of normal development through ages and stages;
to know what parent behavior and attitudes enhance development;
to know what parent behavior, attitudes, or programs may help a child with special problems to progress toward optimal development;
to respect and use their strengths for enhancing pupil development.

To assist pupils in their attempts

to know themselves;
to develop self-esteem;
to be effective learners;
to know their environment;
to develop to their fullest.

The approach in Lexington emphasizes the following areas:

Prevention of social, emotional, and learning difficulties which will adversely affect development,

Assessment of the nature of an individual's problem or the needs of a group,

Maintenance of a program or setting conducive to growth for all children,

Remediation of problems through individual or group efforts within the classroom or in a counseling settinh; or through referrals to other resources.

Each counseling consultant brings with him particular strengths within a professional framework of child study, counseling, and consultation as the result of his training, experience and personality. Each school is equally unique. Thus, an effective program in one school will resemble but will not necessarily duplicate that of another.

The principal, working together with the counseling consultant, the coordinator of elementary school counseling consultants and the director of the Division of Pupil Personnel Services, will select approaches and activities from within the over-all role description of the counseling consultants which appear to be congruent with both the immediate and long-term objectives of his individual school.

This program is unique in that consultants spend a considerable portion of their time working directly with children. At times, they work with groups of children discussing matters important to youngsters, as, for example, about getting along with siblings, parents, teachers, and other pupils. The consultant who is a friendly listener has better rapport with the children themselves--for example, one who mediated a difference between a child and his teacher. The youngster was not doing as well as he should have been in school, and when asked why, he said he did not "like" his teacher. The consultant arranged a conference for the three to get together to discuss the matter.

The SUMCO Program in Tacoma, Washington

Every summer since 1966, the Tacoma public schools have had a summer counseling program to help sixth graders prepare for the transition into junior high school. The first year, this program was financed with Title I, ESEA funds, and the next year by the Northwest Regional Educational Laboratory, located in Portland, Oregon. Since then the state has helped. Planned originally to involve children (and their parents) who were about to enter one of the seven target-area junior high schools, the program has since been expanded to ease the transition for all children about to enroll at ten junior high schools and four senior highs.

At each school, the program is staffed with at least one counselor, a teacher in the particular school, a secretary, and aides, both parents and students. The teacher selected is always one who enjoys good relationships with students, as well as with his teacher colleagues. The major reason for including the teacher is to help articulate the summer counseling program with the school program in the fall. To provide followup, the SUMCO staff met with teachers in the high schools when school started in 1969. Activities during the summer of 1969 included the following, among others:

* Home visits by SUMCO staff members, administrators and others. These provided first-hand information about socio-economic conditions of the children. Hundreds of visits were made, ranging from 90 for students entering one junior high to 360. Visits were both by appointment and drop-ins. (One of the weaknesses of the 1969 program was that drop-in visits sometimes caught parents unprepared and cold.)

- School tours. These varied in length from two to four hours, depending on the size of the building. They involved the children and their parents.

- Field trips. Trips were made to various sites in the Puget Sound area. The distance varied. One place visited was a park in the city, another the Olympic Loop. These field trips, funded by individual staff members, provided some children the opportunity to see something they had never seen before.

- Outdoor picnics and short trips with new and old students.

Other activities included street-corner discussions, dialogue sessions, open house activities, staff discussion groups, parent discussion groups, and the processing of special purpose transfers. The school system plans to continue this program and to improve upon it.

AN INTERMEDIATE UNIT AND COOPERATIVE ACTION

In New York state, each intermediate educational agency has a Board of Cooperative Educational Services. Though each differs in the services and programs offered, a number of BOCES provide assistance in the area of pupil personnel. And other intermediate units throughout the Nation do also--for example, in Los Angeles County and Oakland County in Michigan.

A Regional Education Service Agency in Iowa

RESA X is a regional education service agency made possible by recent legislation in Iowa, which made it possible for the State Department of Public Instruction to encourage mergers of county school boards. Merger units had already been established for purposes of organizing community college districts.

RESA X consists of seven counties with a total student population of 80,000 children. There are over 40 districts within the seven-county area, most of them very small. In fact, if Iowa City and Cedar Rapids were omitted, the school population in the remaining districts averages a little over 1,000.

In 1968, a study was made for RESA X to develop a plan for providing special education services and pupil services on a multi-county basis.[1] The study was to evaluate existing provisions for services in the seven-county area and to make recommendations to meet needs, and to recommend priorities. It was also to include statements to clarify responsibility for planning, financing, and operating programs and services.

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[1] Donald G. Ferguson, director of IRCOPPS, served as director for the study, published under the title Special Education and Pupil Services in RESA X.

The RESA X report recommended that RESA X have four major divisions, each headed by a director--instruction, administration, special education and pupil services, and research and development. It also recommended an advisory council to serve the division of special education and pupil services, which would be charged with serving as a forum for the division to keep in touch with the needs of local districts. These recommendations are now being carried out.

The report is complex, and cannot be summarized here. However, two recommendations are important.

Teaming. It was recommended that teaming be utilized in child study. The report included a model for teaming procedures. This has already been given in the early part of Chapter V. It recommended that the number of psychologists be increased from the 19 then employed in the entire area to 44; the number of nurses from 50 to 66; and the number of social workers from 6 to 44. These recommendations are based on ratios of one school psychologist and one social worker for every 1,500 students, and one school nurse for every 1,200 students. It also recommended coordinators or consultants in each of three areas: psychology, social work, and health services.

By the autumn of 1969, specialists were being hired, and teaming will be operative by the spring of 1970. Initially, arrangements will be made to demonstrate "how teaming works" in the various schools.

A child study center. The report also recommended that a child study center be established. One has been constructed in Iowa City, and the center has been awarded a $140,000 Federal grant (under ESEA, Title VI, Part B).

The primary focus of the center is to provide realistic and workable solutions to the educational needs of children who are inordinately difficult to plan for--those with physical, mental, social, or emotional disabilities. But in the process it can do far more. A carefully selected core of teachers will constantly work with the children, devising new approaches, materials, and instructional techniques. Although intended for use with children attending the center, these approaches, etc., can be applied to the larger school population. Such has been a common experience in education--what has been worked out with a small selected group of children on an experimental basis can later be found useful in general instruction.

Considerable in-service value will accrue to teachers of children being seen at the center. The plan, in general, is to experiment with various teaching methods and materials until the "best" combinations are achieved. Some materials can be developed in the center for specific use with a particular youngster. When the right formula or the correct prescription is found, the child's teacher from his home school will be invited to the center for a period of intensive instruction. Subsequently, center consultants will keep in touch, intensively at first, to insure a smooth return for the child to his home school and to insure that the prescription continues to work. What a teacher learns working through one case, it is believed, helps in teaching other children as well. This kind of experience and learning seems to generalize.

Though teacher education is not the center's primary purpose, the center can and probably will conduct in-service programs for teachers and administrators throughout the area. Some of these programs can be developed cooperatively with universities in the area, particularly with the State University of Iowa, which is located in Iowa City. An additional benefit can be parent education, always an important consideration when trying to assist children with problems.

Anyone wishing more information on this center, which is truly innovative, should write to the Director, Regional Educational Resource Center, Iowa City, Iowa, 52240.

A Cooperative Program in Wisconsin

The Cooperative Educational Service Agency #13 in Waupun, Wisconsin, was made possible by an ESEA, Title III, grant. The area served embraces 18 small school districts, with a combined student population of about 35,000. No district served by this agency is large enough to hire the full range of specialists needed to provide adequate pupil services.

This agency operates with teams of specialists, who are responsible to a board elected by the participating school systems. Teams emphasize a close working relationship with the primary consumers of their services--teachers and principals. Local personnel always participate in planning. They are typically the persons who will carry out any treatment plan jointly agreed upon, and their influence on the student is usually much greater than the influence of itinerant personnel.

One member of the team is designated as leader, and is responsible for seeing that plans are carried through. A helping teacher travels with the team to free teachers so that they can participate in team conferences. Further, the helping teacher provides the team with another teacher's view of the child, and may make suggestions for modifying the methods used in working with the youngster.

PREKINDERGARTEN PROGRAMS IN ROCHESTER, NEW YORK

Rochester has four programs that serve prekindergarten children and their parents. They serve differing numbers of children, and funds come from different sources:

Program	Source of Funds	Enrollment
Guided Observation	Local funds	600
Prekindergarten	State	75
Children's Service Centers	OEO	90
Family Nursery Schools	Title I, ESEA	255

In 1965, the responsibility for administering these programs was elegated to the director of the Department of Parent Education and Child Development, which is within the Division of Pupil Personnel Services. The programs discussed here are structured and administered in such a way that children's prekindergarten experiences can be consolidated and followed up as youngsters move into kindergarten and the early grades. To assure upward articulation, one of the responsibilities of the pupil service specialists who work with children in these programs is to inform "schools enrolling graduates of their attendance in the project."

Pupil Personnel in Rochester maintains a central cumulative index for all youngsters attending the schools of the district. This index is started on preschoolers when they register.

Guided Observation Program

The guided observation program is unique in several respects. It dates back to the late 1930's, when the school system started it on a limited basis. The mother and her three or four year old go to school together. It is a school-centered program, which offers nursery school experience for the child one half day a week, while the mother takes part in an educational discussion group guided by a professional leader (called "parent guidance leader"). The 600 children and parents attending are divided into 40 groups of 15 each. They meet in 28 locations, varying from schools, storefronts, and churches, representing the spectrum of socioeconomic levels within the city of Rochester, from inner-city to suburban-type situations. This is not a "poverty" program. Parents are recruited at large from the community and represent a wide range of typical problem children and parent behavior.

Each group of parents and their three and four year old children is staffed by a team of two professionals--a discussion leader and a nursery school teacher.

Program for youngsters. A nursery school teacher teaches each group of 15 children. The materials and methods used are those recognized as sound for good nursery school education. TV and films are used. The y include warm, helpful, positive relationships with a teacher, who provides a flexible curriculum of learnings in social-emotional development, science, art, and language. Audiovisuals are used. The purpose of this program is to provide children experience in:

1. Gaining independence from parents
2. Self-expression and realization
3. Developing relationships with teachers and peers
4. Participation in group activities
5. Perceptual learnings
6. Language and concept development
7. Learning to cope with their feelings.

Program for parents. With parents, the primary teaching method used is group discussion which is focused on the experiences, feelings, and expressed problems of participants. This method is utilized in conjunction with a modified nursery school situation which serves as an observation and participation experience for parents. Parents receive training from the nursery school teacher in preparing and utilizing materials and equipment, and in handling children. They also observe child behavior and teacher handling, are encouraged to relate their home experience with the child to his adjustment in nursery school. Accessory methods include films, role play, invited outside speakers from school and community, and educational trips.

Prekindergarten Program

The prekindergarten program is one of seven funded by the New York Bureau of Child Development and Parent Education. Space for this program is provided in a Demonstration Center, housed in an old school building that is occupied by the Department of Parent and Child Development. Most families served live close enough to the center so that children and their parents can walk. However, since about 85 percent of those served are from the inner city and 15 percent from the suburbs, some children are brought by their parents, and others bused. A variety of family backgrounds are represented, and a range of income from poor to middle class.

Program for children. The 75 children enrolled in this program are divided into five groups of 15--two for three-year-olds, and three groups for four-year-olds. Each group has a teacher and at least one teacher aide. A hot lunch is served and morning and afternoon snacks. The groups meet four days a week, Monday through Thursday. Friday is reserved for staff meetings and other staff activities.

The program provides learning experiences for children through educational play and life experience. Using closed-circuit television and other audio-visual aids, staff leadership planned a program utilizing language, art, music, science, educational play, social responsibility, and all daily experiences (such as eating, toileting, rest), as potential for learning. The program emphasizes expanding the child's range of concepts, increasing his use of language to communicate, and developing positive and satisfying self-feelings.

Parent involvement. Visits are scheduled by appointment on Tuesdays, Wednesdays, and Thursdays. The project director or his assistant meets all visitors, and other staff members assist in interpreting the program.

The bridge between the program and the parents is the parent chairman or parent group leader, who may be paid for their services. Arrangements for meetings vary. Some evening meetings are desirable. What goes on in the classroom is on occasion taped in the morning and viewed that evening in a meeting attended by fathers, who see their own children learning.

Family Children's Center

The Family Children's Center project is the name given to a Head Start program administered by the Rochester City School District under contract with Action for a Better Community (ABC). Funds are provided by the Office of Economic Opportunity, with the City School District and the Monroe County Health Department contributing the local share.

This is an intensive multifaceted program for a limited group of children aged six months through four years. There are 90 children enrolled--two groups of three-year-olds, two groups of four-year-olds, and an experimental group of infants and toddlers aged 6 to 36 months. The groups meet in two storefront locations and on the second floor of a neighborhood service center, all located in the "inner" inner city, not far from the byilding housing the Department of Parent Education and Child Development, which is responsible for administering the program.

The children enrolled in this program attend school from 8:30 in the morning, and leave at 4:30. Their day is scheduled to allow for active outdoor or indoor periods, "slowing down times," creative activities, a rest period, hot lunch and mid-morning and afternoon snacks, story-telling, and other activities which will increase understanding and the use of language.

Parents are involved through an Advisory Council of 17 to 20 members, weekly meetings of parents at each center, and serving as volunteers. A full-time social worker, assisted by an aide at each center, works with them. The interest of Spanish-speaking parents in learning English led to adult education classes at one center. Puerto Rican parents who attended brought in their neighbors and friends, and it was necessary to hire three teachers.

Family Nursery School

Rochester's Family Nursery School project, funded under Title I of ESEA, provides a program for 255 children from low-income families. The youngsters attend half-day sessions, either mornings or afternoons, five days a week. The program enrolls three- and four-year-olds in separate classes by age, 15 children per class. Classes meet in public and parochial schools, settlement houses, and a church. The children must live within the inner city, and be within walking distance of the nursery class.

Each class is staffed by a teacher and a teacher aide. Teachers for this program, as for other prekindergarten programs, are hired through and according to the regulations of the City School District. Teacher aides are residents of the inner city who have been trained to work in a nursery school.

Two half-time supervisors provide supervision and on-the-job training for the teachers and teacher aides. The supervisors plan regular weekly meetings for all staff, and visit all classes on a regular basis.

A half-time social worker provides direct case-work service to staff, and to families whose children are enrolled in the project. Contacts are maintained with social agencies to interpret the program, and to facilitate making referrals to other agencies.

IN-SERVICE TRAINING

In-service training for teachers, principals, and pupil service personnel. One matter should perhaps be emphasized: it is the responsibility of the school district to provide such service, but the responsibility for self-improvement rests with the individual staff member.

Baltimore County, Maryland

As already indicated in Chapter V of this report, the school district of Baltimore County makes intensive use of teaming, prepared principals before the technique was introduced on a broad scale, and is now recording teaming sessions on video tape. These tapes are used by the director of pupil services to orient the staff, shown in professional meetings of principals, and used with teacher groups. And it may be well to mention again that the mere activity of working on a team is one of the best in-service techniques for all persons involved--teachers, principals, and pupil service workers.

The school district also offers a very interesting program for teachers, designed to help teachers understand children better and be better observers--not to turn them into pupil service workers. The emphasis of this program is on behavior and behavioral change.

The program consists of a 15-week course, in which the school district's psychologists serve as instructors and leaders. About 50 teachers participate. Each receives a packet of materials. The supervisor of psychological services conducts the first three or four sessions for the entire group. During these sessions, emphasis is on the theoretical aspects of behavior modification. The lecture method is used, with audio-visuals, including films, and tapes (the latter are at times of lectures by out-of-school specialists).

At the end of the three- or four-week period, participating teachers are split up into groups of ten and given a special assignment on which they will work under the guidance of psychologists. Each group studies one child or a group with problems. They are expected to come up with a study suggesting needed action.

Long Beach, California

The school district of Long Beach, California, has, as indicated earlier, a long tradition of using counselors in its elementary schools. Recently, the district established centers that are somewhat similar to the Child Study Centers recommended earlier. They are called Counseling Materials Centers, and are financed, in part, by NDEA funds.

Four centers have been established--three in schools serving in low, middle, and high socio-economic areas, and a fourth center to be used as a model. The purpose of the centers is to provide up-to-date counseling materials that are immediately accessible to teachers and parents. The materials are classified into eight areas: professional counseling, normal growth characteristics, role of the parent at home, parent understanding of school behavior, discipline, testing, the atypical child (gifted and retarded), and special problems.

Materials in the centers include published materials, filmstrips, motion pictures, plus materials developed locally. Either already developed or in the process of development are these materials:

1. A filmstrip and tape about 8-year-old Billy to define and describe the elementary counseling program. This is designed for use with teachers, administrators, and parents to help unify the image of the elementary counselor and to define more clearly the counselor's role.

2. Study prints, taken in a local elementary school, to provide a basis for discussion of desirable human relationships, self-discipline, etc. They are designed for the use of teachers and counselors.

3. Printed brochures to depict the objectives of the elementary counseling program--for example, one entitled Growing Up Is Hard, intended for parents.

4. An elementary counselor's handbook, based on operational procedures, is set up so that materials can be kept up-to-date and located easily.

Palo Alto, California

The school districts of Baltimore County and Long Beach are both among the Nation's largest. The small school system may wish to take a more individual approach to in-service training for staff. If so, the program in Palo Alto provides models.

Training of teachers. As already explained, the specialists working in the elementary schools, called guidance consultants, work primarily with teachers and principals; and teacher training is one of the responsibilities of the consultant. At the statewide conference in January 1968, based on the program in Palo Alto, two teams gave demonstrations of in-service activities.

One team discussed the use of meetings for in-service training of teachers. Two meetings were held with each elemetary teacher: one occurred about five weeks after the start of the school year; the other was held near the end of the school year. The major purpose at the first meeting was for the teacher, principal, and guidance consultant to consider each student and to plan appropriate educational experiences according to each child's strengths and needs. In some cases this educational planning consisted of "problem identification" as a first step toward developing an appropriate program. The second meeting was used to discuss each child's educational growth. This allowed a time for evaluating the existing program and planning for any modifications as needed.

Another team described the use of weekly meetings involving all primary level teachers, the principal, guidance consultant, and any needed resource personnel. This weekly meeting illustrated a total team approach for the purpose of cooperation of all relevant personnel in an ongoing evaluation of all children and for considering pertinent educational problems in the entire primary program. The principal and guidance consultant described their respective roles, use of social learning principles, and the expected outcomes.

Another facet of in-service training for teachers in Palo Alto is concerned with reporting pupil progress, an activity in which the district's pupil services specialists play a leadership role. Since 1948, the district has been using a combination of teacher-parent conferences and report cards in reporting to parents of elementary children.

In late 1969, a task force was set up to consider the entire matter of reporting pupil progress, which includes reporting to the child, to his parents, and to other teachers and administrators. The 15-member task force includes 12 teachers, the assistant superintendent for curriculum and instruction, a psychologist, and the director of guidance.

The job assigned this task force, which will provide intensive in-service training for teachers, is indeed a formidable one. In a memorandum, H. B. Gelatt poses the question: "How do we report a process and avoid making the report appear a conclusion? That is, how do we report what a child is _doing_ without its sounding like a statement of what he _is_? . . . . In a very large sense, it is a child's program that is to be evaluated, not the child's response to it."

An objective of the in-service program might be to develop

> "reporting practices [that] reflect this point of view; reporting on programs and a child's response to them, rather than just reporting on a child's relative performance--which usually results in some kind of picture of where (or what) a child is. This would require stated objectives (on a process continuum) and reportable, precise instructional strategies."

This type of reporting, he points out, "avoids placing any 'fault' on the part of the child, in the same manner as we do not blame a blind child for not learning to read written words: we rearrange his experiences to his skills."

USE OF AUXILIARY PERSONNEL AND VOLUNTEERS

Today, tens of thousands of men and women are helping to improve education by serving as auxiliary or support personnel and by working as volunteers. A nose count is impossible. However, replies to a recent survey by the Office of Education indicated that about 64,000 aides and 180,000 volunteers were working in target area schools.

The ranks of college students serving as volunteers has increased from about 5,000 serving a few years ago to more than 250,000.[1]

Though all auxiliary personnel (titles differ considerably) and all volunteers, no matter in what capacity they serve, help to improve the school program, this discussion here focuses on their roles in support of activities that are the responsibility of pupil services personnel. Throughout this section, the term _auxiliary_ personnel is used to indicate persons who are employees of the board of education, while volunteers give their services. It will be recognized that, in some situations, they provide identical services. However, the school has more control over compensated employees than it does over volunteers.

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[1] See _U. S. News and World Report_, October 27, 1969.

New Careers in Pupil Services

In a recent publication of the Bank Street College of Education, entitled New Careers and Roles in the American School, listed are these possibilities, among others, as opportunities for career development:

- Family worker or aide
- Counselor aide
- Counselor assistant
- Home-school associate
- Social work associate
- Teacher-intern:
  - Student home-school coordinator
  - Student counselor

Institutions of higher education are already planning programs to train persons in these categories--for example, the University of Massachusetts is developing a program to train counselor aides. Until persons so trained are available in substantial numbers, the schools should recruit and train their own personnel to perform the myriads of chores and functions that do not require the skills of the professionally trained pupil service worker.

The use of support or auxiliary personnel has the support of the American Personnel and Guidance Association, which adopted a policy statement listing many activities that can be used as a guideline for utilization of support personnel. This statement indicates functions related to "indirect helping relationships" and "direct helping relationships."

The Guidance Assistant Project was carried on for two years by the District Number 109 in Deerfield, Illinois. This district serves elementary children only. The project described here was a pilot project undertaken to demonstrate that qualified and dedicated persons can be trained to serve as guidance assistants. It was financed with ESEA, Title III funds.

The district hired 21 women, all competent and talented individuals who had been excluded from work in education because they did not meet certification requirements. These women, who were paid a regular salary, were assigned to the district's elementary school on a "saturation" basis--four or five in most schools. They worked under the project supervisor and two counselors.

The curriculum used in this program is based on the nine developmental task areas listed below. In each area, the task is identified, one example is given of an appropriate way to accomplish the task, and a suggestion is presented for implementation:

1. Learning a sense of self-identity
2. Creative writing or telling
3. Learning a giving-receiving pattern of affection
4. Learning to become reasonably independent
5. Learning to become involved
6. Learning to be competent and to achieve
7. Learning to be emotionally flexible and resourceful
8. Learning to make value judgments, and to accept the consequences of one's choice
9. Learning to get along with parents and other significant adults. Recognizing the differences between adults and children

Following this two-year training program, all women who were involved were employed. Since the Deerfield school district is small (2,500 pupils), it was not expected that that system would absorb all trainees. Two stayed with the Deerfield schools, where they are now called teacher associates, and the rest are employed in nearby school districts. Many of them are assisting in counseling programs, at both the elementary and secondary level.

Social work aides and volunteers. In the Charlotte-Mecklenburg schools in North Carolina, school social work aides and volunteers are utilized to staff a social service program that would otherwise be impossible. The program is headed by a supervisor of social work, and the professional staff includes 21 trained social workers. Each year the staff includes about ten graduate student social workers.

Working with the professionals are 14 social work aides, who are recruited from families in disadvantaged communities with high rates of absenteeism and school dropouts. The aides are recruited from among the unemployed or underemployed, in partnership between the school social service and local community action program. Applicants are screened by a committee that selects candidates felt capable of learning to become good social workers.

They are trained by the school system and assigned to work in various schools in disadvantaged communities. They are employees of the school district and work a 40-hour week. They are paid $1.80 per hour. Their duties are described as follows:

> "The social work aides work out of the schools, investigating beginning cases of irregular attendance where there is insufficient information available to the principal concerning the cause of absence, or when the absence is believed to be illegal. The aide attempts

> to learn the reason for the nonattendance, advises the parent or guardian and the child of the compulsory attendance law, advises them of the community resources available when appropriate and reports reason for absence back to the principal. The aide also gives any other relevant information to the principal which may help him to understand and help with the achievement and attendance situation and problems. The aide is to foster close relationships between the school and the disadvantaged community. The aide would act as an enabler, implementing the existing hopes of parents and children through his familiarity with the community and the schools. They work with the families in helping them to know where to go for the achievement-connected and attendance-connected assistance they need; accompany them if necessary; encourage the cooperation of different community and social agencies and help establish others where needed."

In addition to the aides, the district utilizes the services of approximately 70 volunteer social work or attendance workers. The latter are recruited from the membership of the Junior League, Junior Women's Club, and PTA and church groups. Their functions are very similar to those of the social work aides. Some serve as much as two or three days a week.

Volunteers

Volunteer programs are booming from coast to coast. While there is a decided trend for school systems to consolidate volunteer efforts of volunteers in many communities, there is not one program, but several. It is highly desirable that the administration and supervision of all volunteer services be the responsibility of the district rather than of a group providing services. The school district can recruit on a broader base and provide for better utilization of volunteer services for training, and evaluation of individual performance and the entire program.

A considerable number of school systems are using volunteers successfully to work on a one-to-one basis with emotionally disturbed children. In some situations, the volunteer tutors the child, but the main purpose of the program described here is to provide a satisfactory relationship with an adult for an emotionally-starved child.

The Granite school district in Utah, the largest in the state, has a program in which volunteers assist teachers of emotionally disturbed children. The volunteers are selected, trained, and supervised by a psychologist, who keeps in close touch with what they do. They may call the psychologist at any time, and monthly meetings are held at which experiences and ideas are shared. The volunteers selected are warm, friendly people, who are good listeners. They encourage children whenever possible--but never show sympathy or indicate that they are sorry for the youngster.

Mrs. Elaine Geigle, the psychologist in charge of the program, suggests that volunteers be recruited on a broad base--including college students, grandparents, and high school students who are able to identify with younger children. A full-time director is, she says, highly desirable.

This program, initiated in 1967 on a pilot basis, has been evaluated and found successful. Principals ask for more volunteers to work in their schools; teachers, some of whom were apprehensive at first, welcome them; and children look forward to the day "their" volunteer will be in the school.

THE COMPUTER AND COMPUTER TECHNOLOGY

The use of computer technology to facilitate pupil services is only in its beginnings. This is a matter that needs exploration and study far beyond the little that can be included in this study.

One point that may be pertinent here is that the computer should be placed under the control of an administrator who will be able to serve the needs of the entire district. To date, there has been a tendency to place it in the business department or the department of pupil services, departments which have been the principal users.

An Educational Data System

Today school systems are only on the threshold of providing the information needed to maximize the effectiveness of their educational programs and to make decisions. Further, there is a need for data that is comparable and compatible for reporting to state and Federal agencies.

To provide information for its own use and for reporting to state and Federal agencies, the school system needs a comprehensive data system and access to a computer. If the district is too small to warrant acquisition of a computer, plus the necessary peripheral equipment, it should utilize services offered by an intermediate unit or one of the educational data processing centers springing up all over the country.

A comprehensive data system. Specialists in this area distinguish between an educational data system and an educational information system. Data, they point out, consist of items of information, and information refers to data elements in the aggregate, is derivative, and results from manipulating data.

The specialists also point out that even the most complete data system will not be a total system, since it is impossible to include all items of information. A comprehensive data system will include data subsystems or data banks in at least five areas--pupils, finance, staff, curriculum, and facilities. If a school system is about to undertake the construction of a comprehensive data system, a good place to start is the pupil subsystem, or bank. Much of the information that will need to be included is already available.

To construct its data system, the school district needs a coding system. The U. S. Office of Education has provided perimeters for constructing that system in the State Educational Records and Reports Series, a project in which a number of national educational associations cooperated. The last volume of this series (the one on instruction and curriculum) will appear in late 1969.[1]

A comprehensive data index, based on the items included in the pupil account handbook of the series mentioned above, has been developed under the title of Student Data Index. Items in the handbook have been expanded, and new codes added for standardized tests, honors and activities, and academic achievement for elementary grades. This was a project financed with Title III, ESEA, funds in which a number of school districts in Florida cooperated. The publication is being made available by the Florida State Department of Education.

Using the Computer to Facilitate Services

The computer can, and should be, used to produce reports (and better ones), score tests, and schedule. Possibilities are virtually limitless. One example will illustrate.

The Oakland Schools is a large intermediate district with headquarters in Pontiac, Michigan, serving 280,000 children. School officials there say that theirs is the only system in the country in which the total attendance is provided by a single electronic transmission from participating schools. The Oakland Schools has a sophisticated computer installation.

The computer is activated when someone in a participating school (teacher or student) taps out a code on a Touch-Tone telephone. A recorded female voice replies: "Please send attendance," and the sender transmits the information by inserting a card dialer with attendance data.

The computer-generated information is being used to spot attendance problems and to take positive action before they become serious.

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[1] The handbook on finance, which appeared before the computer was used by public schools, is being revised.

A social service worker can be given information immediately about children who are absent, and can make one call on a family regardless of the different schools the children attend. The director of data processing for the Oakland Schools and his staff are working with individual districts to build extensive data files on every pupil in the district. Counselors are asking for information on the attitudes of children who never miss a day of school in the hope of shedding light on the other extreme. Some of the programs being developed by the intermediate district may eventually accommodate all 93 districts in the Detroit metropolitan area. (See Journal of Educational Data Processing, Spring 1969, pp. 131-133.)

VII. SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

In school districts throughout the nation, there is an urgent need for leadership and assistance in formulating pupil services. The need is especially acute at the elementary level.

Hundreds of school systems provide services for elementary children in a limited number of schools--either in target area schools, where Title I, ESEA funds are used, at least in part, to pay salaries of pupil services specialists; or in selected schools. (It is, incidentally, far wiser to initiate services in elementary schools on a limited basis--with the intention of expanding as funds are available and personnel have gained experience--than to attempt to start out with a full-blown program. To help to ensure school and community support, the school or schools chosen should be the ones in which success is most likely.)

However, very few school systems in the nation provide pupil services programs that can be termed "ideal." On the basis of findings in an indepth study of the 20 school systems identified as having exemplary or outstanding pupil service programs, plus information from continuing and ongoing studies pupil services in other school systems and contacts with the most forward-looking professionals in the field, IRCOPPS was able to delineate these features as essential to an "ideal" program:

1. Services should be provided for all children in all elementary schools, not merely to children with problems. Growing up is not easy, and services should be provided for youngsters who experience the normal problems of that process, as well as for the gifted or academically talented.

2. The approach should emphasize prevention. Today too many programs are crisis-oriented. Appropriate emphasis on prevention rather than remediation is particularly important at the elementary level where problems can be spotted early and help provided before they become full-blown. This will cost less in time, effort, and money, and save children senseless hurt and loss of precious time.

3. In individual elementary schools, certain specialists such as counselors (or child development specialists) and nurses should be school-based to provide services to children, their parents and principals, and parents when needed. Experience indicates that users call on school-based specialists for assistance far more often than they do itinerants.

4. Provision should be made for staff development and in-service training of adults significant to the child--his teacher, who is the primary change agent for an elementary school child; his principal; and the pupil service specialists themselves.

5. The approach should go beyond improvement of the child's learning performance to student development. This is not an

> unreasonable goal, for a number of school systems are beginning to move from the adjustive to the adaptive and developmental. When student development becomes a major thrust, emphasis will shift from the child as a pupil (or one who is learning under the supervision of a teacher) to the child as a student (or one who studies and investigates not only in school but all his life).

The indepth study of 20 school systems, plus information available from other systems, indicates that no school system in the nation has a program "in operation" that can be termed "ideal." All school systems studied provided some services for elementary school children, and all include some good features. Only four, however, are operating elementary programs that can be regarded as outstanding. Two suburban systems and a large system in southern California stand out in that they most adequately meet the first four criteria indicated, while the one serving in Baltimore County, Maryland, is "close."

The following qualifications and statements will serve to explain and clarify the models included in this report (Sections V and VI):

1. The term model, as used throughout this report, is used, as is common in education, to mean "exemplary." Our models should not be thought of as **fixed molds** or patterns that can be transported in toto from one school district to another. Rather, they should be thought of as guides to thinking, planning, and decision-making--as sources of suggestions for activities, approaches, and techniques that may be studied and adapted to the local situation.

2. Our models, most of which come from the 20 systems studied in depth are "in operation," and some have been ongoing over a number of years.

3. The models should be regarded as activities or techniques to provide "good" services at the elementary level rather than as the program. Exemplary pupil services at all levels, elementary and secondary, consist of a series of activities, involving both school-based and central-office based specialists. To illustrate, elementary counselors or consultants and nurses based in the elementary schools, at a ratio of one specialist for every 600 children, can provide exceptionally good services for children. They can diminish but never totally eliminate the need for the services of the school psychiatrist, physician, or dentist.

The models for activities and techniques that have been found effective at the elementary level can be described briefly:

Teaming. Many schools throughout the nation are using teaming, or what they call teaming. The outstanding example in the nation is Baltimore County, Maryland, which has been using the team conference technique for more than 12 years, and now has teams in all of its schools (100 elementary and 40 secondary schools). Teaming is the most effective technique yet devised to study (and hopefully to meet, or at least ameliorate) the problems of the two or three, or more, children in every classroom who need special help. It can be used by school systems of all sizes, including very small ones that share specialists with other school districts.

When the team effort is structured, it involves four phases: (1) intake or referral, (2) analysis, (3) remedial phase, and (4) follow-up. Arrangements differ in various systems. In Baltimore County, meetings are scheduled on a regular basis, as, for example, the second Monday every month. Someone, frequently the teacher, refers a child with a problem or problems to the principal. If the situation warrants, the youngster is put on the agenda for the team meeting, at which the problems of a number of children are considered. Team composition is flexible. It includes the principal who serves as coordinator (though he may delegate this responsibility to the counselor); usually the teachers of children to be considered; such nucleus pupil service specialists as the counselor, psychologist, nurse, and pupil services worker (formerly called the visiting teacher) who serve in the particular school; plus other specialists, such as reading specialists, speech therapists, as needed.

Counseling at the elementary level. Models are given for two programs providing counseling services for all children in the elementary schools, both from suburban school districts. In Palo Alto, California, psychologists serve as school-based specialists to serve all children (the schools are small, and each is assigned two schools serving about 600 to 700 children). The specialists are called guidance consultants. The rationale for this program is the reinforcement theory, and efforts are directed to changing children's behavior and making them better decision-makers by providing models they can imitate. The specialists work mainly with teachers and principals, and at times other adults important to the child.

In Lexington, Massachusetts, the school system hires psychologists, counselors, and social workers, all of whom are called counseling consultants. The basis for assignment is matching the strengths of the specialist and the particular needs of the school. The focus of this program is on preventing problems, and the specialists spend much of their time with children.

In the summer of 1966, the Tacoma public schools initiated a summer counseling program to help children make the transition from elementary school to junior high. Originally only children entering the seven target-area junior highs were served, but since the program has been expanded to enroll all children about to enroll at 10 junior high schools, and also four high schools.

Staff includes teachers, at least one counselor, an administrator, and others. Open-house sessions are held at the enrolling school, and staff members visit children's homes, assist in street-corner discussions, dialogue sessions, with parents, and special discussion meetings with parents. The program provides for enrichment, through trips to interesting sites in the Puget Sound area, outdoor trips, and short trips, including new and old students.

Prekindergarten programs. Programs for prekindergarten children in Rochester, New York, that are articulated upward, with a view to assisting children secure a better education. The records of youngsters attending these programs go to the pupil personnel office for the district, where they are used to start the central cumulative index maintained on all children attending the schools in the district. All programs are served by pupil service specialists, one of whose responsibilities is to inform "schools enrolling of their attendance" in a prekindergarten program and to follow up on the child's adjustment.

In-service training. Models for several in-service training programs that are somewhat unique are included. Baltimore County, Maryland, for example, has, among other in-service training programs, a 15-week course to help teachers understand the team conference system and to be better members of teams. Participating teachers are involved actively. At the end of a three- or four-week lecture period, they are split up in groups, and each group is given the specific assignment of studying a child or a group of children with problems.

Use of auxiliary personnel and volunteers. Only recently have school systems begun to employ counselor aides, family aides, family workers or aides, and other auxiliary personnel who, if properly trained and oriented to the pupil services program can perform myriads of chores and functions that do not require the skills of the professionally trained pupil service specialist. Volunteers, persons who offer their services without compensation, are another source of assistance.

Many of the persons available to serve as aides or volunteers are competent and talented people. They should not be used exclusively to perform clerical and routine chores. They can be used to enrich the program.

If pupil services at the elementary level are to be effective, and contribute to the total education program of children, they must be part of a unified and coordinated program operated on a districtwide basis, and they must be part of the total educational program. The alternative is likely to be a group of "parallel" activities (or mini-programs) that operate as separate and usually unrelated entities--on the periphery of the educational program rather than in its mainstream.

In contrast, a program designed to serve all children on a districtwide basis (1) facilitates the development of a balanced program, (2) provides a structure in which various professionals can cooperate, team, and serve on an interdisciplinary basis, (3) minimizes duplication and overlapping of services and confusion on the part of the professional personnel, students, and parents, and (4) encourages program comparability in all buildings in the district (without eliminating the possibility of adapting services in terms of building needs).

To assist school administrators in planning, the report presents models for organizing and administering a districtwide program. It should be headed by an upper-level administrator with an appropriate title (either assistant superintendent or director). He should be responsible to the superintendent, and should be a member of his "cabinet" or decision-making group. The school system that is too small or too poor to hire such an administrator--and to provide an autonomous program--should look to an intermediate agency for assistance, or join with other districts in a cooperative effort. Models are provided for these alternatives.

The pupil services department or division should be structured internally to enhance the interdisciplinary approach; that is, departmental units or sections should focus on functions or activities rather than on disciplines.

If pupil services are to be effective, it is essential that there be general understanding of their relationship to the total school program on the part of school personnel and the community. Since the child is the product not only of the school, but his home and community in which he lives, parents, other citizens, and community agencies must be involved.

If the relationship between pupil services and the total school program is to be effective, it is imperative that the school administration understand and support the pupil services program. It is also imperative that the total staff be involved, including teachers (who are the primary agents for behavioral change in children) and principals (the attitudes and actions of whom can spell the difference between outstanding services in individual buildings and services that are often far less than adequate).

This report includes information on how schools are using pupil service specialists to enhance the educational program. It explains how teachers and principals are being involved in pupil services. It also explains the close relationship between pupil services and instruction, the goals of which are identical--the improvement of each child's educational program. The instructional program is a key factor in the success of pupil services. The pupil service program is a key factor in the success of the instructional program. And the professionals working in both areas are key persons in providing each child the best possible educational experience.

APPENDIX A
IRCOPPS PLANNING AND EVALUATION SERVICES
JANUARY 1968 TO DATE

For Local School Districts

Florida	Pinellas County
Georgia	Conyers
Massachusetts	Newburyport Winchester Worcester
New Jersey	Princeton
New York	Brighton Kenmore-Town of Tonawanda
Ohio	Cincinnati Columbus Dayton Trotwood-Madison
Pennsylvania	Erie Lancaster
Virginia	Arlington Richmond
Wisconsin	Waupon
Washington, D.C.	

For State Departments of Education

Massachusetts	Massachusetts Advisory Council on Education, statewide study
Iowa	Area X Regional Educational Service Agency
New York	Directors of Pupil Services and School Administrators Regional Conference of Pupil Personnel Workers Division of Pupil Personnel Services
Minnesota	Directors of Pupil Services and Trainers
California	Jointly sponsored program with University of Southern California and Los Angeles County Schools

Delaware	Statewide conference of pupil personnel workers
Florida	Statewide conference for school administration and pupil services leadership personnel
Kentucky	Planned for statewide study of pupil personnel services
Maryland	Statewide study of pupil services Statewide meeting of all pupil services disciplines to look at trends in pupil personnel services
Pennsylvania	Division of pupil personnel services
Ohio	A Title VI study in Dayton to develop guidelines for a regional special education program for physically handicapped children

For Universities

University of Maryland	Department of Counseling and Personnel Services Department of School Administration
University of Michigan	Child Development Specialist Program Educational Research Information Center
University of Chicago	Center for School Administration
University of Indiana	Child Development Center Psychology Department
University of Georgia	Training Program for Indigenous Workers
Kent State University	Child Development Consultation Program School Psychologist Training Program
Harvard University	Seminar for Pupil Services Administration
Temple University	Counseling, Psychologist, and Social Work Training Programs on the formation of a new Department of Pupil Services

For Federal Agencies

National Institute of Mental Health	Juvenile Problems Review Committee Advisory Council Joint Commission on the Mental Health of Children
Central Atlantic Regional Laboratory	

U. S. Office of Education	Commissioner's Committee on Guidance Pupil Services Branch Advisory Meeting Guidance Staff--Joint meeting with the Executive Secretary of APGA and the President of NAPPA to advise on leadership role of U.S.O.E. Bureau of Educational Research
United States Department of Labor	Training program for evaluating counselors in the U. S. Employment Service

Presentations for Professional Organizations

American Association of School Administrators
Association Supervision and Curriculum Development
American Orthopsychiatric Association
American Personnel and Guidance Association
American Medical Association
New York State Directors of Pupil Personnel
National Catholic Education Association
Ohio Pupil Personnel Organization
National Association of Pupil Personnel Administrators
American School Health Association
Western Massachusetts Personnel and Guidance Association

Other

New Mexico	Traveling Mental Health Clinic

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APPENDIX B

IRCOPPS CONCENSUS POINTS[1]

The Interprofessional Research Commission on Pupil Personnel Services had developed fourteen "consensus points" which are relevant to future direction and emphasis in pupil personnel services. . . .

Although the term "consensus" may be somewhat premature, they do represent the thinking of many leaders in pupil personnel work and merit careful consideration by every pupil personnel administrator and his staff. The reader will note that several of these "points" have received emphasis in this bulletin as NAPPA recommendations for action or as suggested areas of research.

1. Pupil Services must expand beyond the present problem centered emphasis and intensify their efforts in problem prevention, research, and the application of findings to school programs.

2. Facilitating classroom efforts to educate children is one function of pupil services but these specialists must be seen also as builders of positive mental health. They must be teachers of self development, human relations attitudes and skills.

3. The organizational structure of pupil services should focus on functions not disciplines. What educational tasks require the expertise of health specialists, social workers, psychologist, counselors? This is the question that should set the direction for pupil services, not "What role should the different specialists play."

4. In order to best serve children, pupil services must serve parents and teachers to a greater degree than it has. In the past, pupil services has tended to give more attention to administrators' needs for order and categorization and to direct service to students.

5. Flexible staffing that used the para-professional to free the professional, allowing for advancement when qualifications are met, and flexibility in placement of specialists according to levels and kinds of competence, permits economy, ease and success of operation in pupil services.

6. Specialists must not be limited by traditional roles, such as psychologists to testing, nurse to health room, social worker to home-community liaison. These tasks may be performed by others with less training. Some are no longer vital services and there are new jobs requiring the attention of pupil personnel services specialists.

7. Pupil services must expand their partnership with community agencies, not only in assistance and advice with individual children, but for in-service work.

8. Staff development and in-service education should be on a planned systematic basis with university work not always tied to advanced degree but to upgrading the practitioner.

9. Although IRCOPPS recognizes the difficulty in measuring some services, evaluation is an important spur to improving services. Preventive activities are more diffidult to measure than remediation but new methods of evaluation in the pupil field must continue to be sought.

10. Pupil services should be building-based where the teacher and child are, school or neighborhood centered, except for those persons acting in an advisory and administrative capacity. These latter people are appropriately located in a central office.

11. Legislation, regulation and supervision should not prevent innovating attempts to improve, provided innovations are subjected to systematic research and evaluation.

12. Pupil services needs to be a separate division or department within the school system. Its organization must allow for change and growth while merging smoothly with the total system, for nurturing the best qualities of its leader and all personnel.

13. The various disciplines are at their best when their services are merged in a team approach to problems and programs.

14. Time set aside for planning, evaluation and increasing the staff's competency is necessary to a good pupil services program.

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[1] National Association of Pupil Personnel Administrators, Pupil Personnel Services: A Position Statement, pp. 34-35.

APPENDIX C

Cincinnati, Ohio

ASSISTANT SUPERINTENDENT: STUDENT DEVELOPMENT

Administrative Position Applications

Administrative and supervisory personnel in the school system who are interested in applying for the position of Assistant Superintendent of the Department of Student Development, Cincinnati Public Schools, are requested to submit applications without delay. The deadline for applications is Monday, Nov. 17. All letters should be addressed to Miss Sarah E. Metzger, director, Division of Staff Personnel, Central Office.

The letter should contain a statement of the applicant's qualifications, including both training and experience, and should include the names of three professional references and three character references.

Assistant Superintendent, Student Development: Salary range, $19,478 - $22,091, increment--$871 (3 incr.).

Educational Requirements: A master's degree in Education is required; additional graduate work leading toward the doctor's degree is preferred. Some of the emphases in education should be in such fields as psychology, social work, counseling, as well as administration. Applicants must be able to qualify for a Superintendent's certificate.

Experience: At least five years of experience in public school work should be at the level of a division head in a relatively large school system, or a principal, or an assistant superintendent. Also, additional experience in one or more of the following fields is desirable: teaching, school psychologist, school counseling, or school social work. Experience in industry or other agencies in one of these specialized fields, in addition to experience as a top administrator, would also be valuable.

Duties and Responsibilities:

1. As Assistant Superintendent in charge of the department of Student Development is responsible for the coordination and supervision of the following divisions:
    a. Division of Pupil Adjustment and Attendance Services
    b. Division of Psychological Services.
    c. Division of Special Education
    d. Division of Counseling Services

e. Division of Educational Opportunities

f. Division of Health Services

2. As head of the department is responsible that divisions are operating in accordance with the policies of the Board of Education and in conformity with good pupil personnel practices. While incumbent may not have expertise in all areas of the divisions for which he is responsible, the heads of these divisions will have specialized knowledge in their particular areas; thus he is responsible to utilize their "know how" in order to accomplish the goals of the department.

3. Attends administrative conferences and Board meetings; responsible for recommending policy or adjustments in policies relative to his department in order that all aspects of his area will be carried out in an effective and adequate manner.

4. Represents the superintendent as required in special meetings and conferences.

5. Serves as liaison for the superintendent with the community organizations in the various areas for which he is responsible.

6. Is responsible for overall budget, management, procedures and operating policies relating to any and all of the divisions under his supervision.

7. Performs related duties as required.

APPENDIX D

Palo Alto Unified School District

ASSISTANT SUPERINTENDENT: K-12 PUPIL PERSONNEL SERVICES

PRIMARY FUNCTION:

To assist the Superintendent in the organization and administration of the Pupil Personnel Services of the total school district and to do related work as required

MAJOR RESPONSIBILITY:

(1) Special Education; (2) Guidance; (3) Health Services; (4) Pupil Welfare and Attendance; (5) Instructional Materials and Equipment; (6) Direct, supervise and evaluate the performance of Pupil Personnel Coordinators

ILLUSTRATION OF KEY DUTIES:

1. Special Education
   (a) To establish identification and instructional procedures for students with special educational needs

2. Guidance

   (a) To develop policies and procedures for a guidance program for students which provides both the individual and group with services necessary for maximum educational achievement

3. Health Services
   (a) To plan and develop procedures for a pupil health service program

4. Pupil Welfare and Attendance
   (a) To supervise and direct procedures for student welfare and attendance.

5. Instructional Materials and Equipment
   (a) To coordinate the budget planning, purchasing, maintenance, and distribution of materials and equipment in Pupil Personnel departments

6. Direct, supervise and evaluate the performance of Pupil Personnel Coordinators
   (a) To supervise and evaluate the performance of the Coordinators of the Pupil Personnel staff

QUALIFICATIONS:

1. Education

   (a) Doctor's degree
   (b) Specific preparation in school administration

2. Skills, Knowledge, and Abilities

   (a) Skill in conceptualizing, clarifying, recording, and affecting organizational patterns best suited to accomplish the Pupil Personnel goals of the District
   (b) Knowledge of current Pupil Personnel developments
   (c) Knowledge of child growth and development research
   (d) Knowledge of developments in the behavioral sciences, particularly in the field of learning theories
   (e) Ability to perceive unmet special education needs and design appropriate patterns for their solution
   (f) Skill in achieving harmonious staff relationships in working toward the common goal of continuously improved Pupil Personnel practices

3. Experience Priorities

   (a) Ten years of successful experience in elementary and secondary education
   (b) At least five years of satisfactory teaching experience
   (c) At least five years in administrative and supervisory experiences in school systems

ORGANIZATIONAL RELATIONSHIP:

(1) Line position; (2) Reports and is accountable to the Superintendent of Schools; (3) Provides advice and services to all elements of the school organization in K-12 Pupil Personnel Services; (4) Establishes and maintains such contacts as are necessary to the fulfillment of the function

APPENDIX E

Port Chester, New York, Public Schools

DIRECTOR OF PUPIL PERSONNEL SERVICES

The Director of Pupil Personnel Services is responsible directly to the Superintendent of Schools for the organization, administration, supervision, and coordination of the departments under her supervision. These departments are: Attendance and Census, Guidance, Medical and Health Services, Psychiatric and Psychological Services, Speech Correction, Social Service, and Testing.

The Director shall:

1. Formulate administrative regulations for pupil personnel services by developing a professionally sound philosophy adapted to the school system and the community it services.
    (a) Confer with school administrators as to administrative regulations, planning, and procedures for implementing this philosophy.
2. Organize, administer, and coordinate all phases of the systemwide pupil personnel services.
3. Formulate ideas to give a basis and direction to the Pupil Personnel Program.
4. See that communication among all of the departments is working at optimum efficiency.
5. Provide leadership and motivation for the individual within each program area.
6. Serve as liaison between Principals, Teachers, outside agencies, and members of the department.
7. Supervise the carrying out of routine duties of the Pupil Personnel Office:
    (a) Maintenance of all school census records.
    (b) Issuance of all employment certificates.
    (c) Review, recommend and prepare all school exemption papers for Superintendent's approval.
    (d) Review and recommend to the Superintendent requests for home-to-school telephone tie-in service and home tutoring.
    (e) Review and recommend to the Superintendent requests for attendance of children not living with natural parents.

8. Coordinate the counseling program and activities for grades K through 12 to insure articulation of guidance services.

9. Coordinate the work of the employment counselor from the New York State Employment Office assigned to job placement.

10. Coordinate the services of the Attendance Teacher, School Psychologists, Social Service Teachers, Speech Correction Teachers, and Consulting Psychiatrist and apportion time and services as needed.

11. Coordinate the Medical and Health Services under the direction of the Head School Physician and Nurse-Teacher Supervisor.

12. Plan with the Psychologists a schoolwide standardized testing program and assign test responsibilities.

13. Provide and distribute materials of an occupational and educational nature to the schools within the system.

14. Work with Head Teacher of Mentally Handicapped Classes for the placement of children in special classes in the various schools.

15. Maintain a complete record of all handicapped children in the district census.

16. Supervise a yearly physical census in compliance with the New York State Education Law.

17. Organize research projects; followup studies, program evaluation, statistical data from testing, and other research activities related to personnel services.

18. Maintain an awareness of developments in the field through reading, membership in professional organizations, and close contact with the State Education Department, to ensure that pertinent knowledge be disseminated among members of the department.

19. Serve as an advisor and consultant on curriculum matters and work closely with Assistant Superintendent in charge of Curriculum.

20. Submit recommendations to the Superintendent relative to pupils, personnel, budgetary requirements, and reorganization.

21. Attend conferences on local, county, state, and national level pertaining to service areas. Make visits to colleges, special schools of higher education, and business establishments.

22. Receive all monthly reports from department members. Submit a monthly report of the department's activity to the Superintendent and Assistant Superintendent. Write an annual report of the department's activities.

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APPENDIX F

Lexington, Massachusetts, Public Schools

COUNSELING CONSULTANT - ELEMENTARY SCHOOL

Staff Relations

Under the administrative supervision of the principal and the professional supervision of the Director of Pupil Personnel Services, the counseling consultant will develop a program to assist the professional staff in meeting the social, emotional, and instructional needs of children. Therefore, the counseling consultant will:

1. Consult with teachers in relation to children where referral is not requested or necessary.

2. Accept referrals from staff, principal, or parents.

3. Maintain on-going communication with staff regarding referred children in order to:

   a. mutually assist in solving the child's problem
   b. share information from clinics and agencies helpful to understanding the child
   c. develop plans to enhance the child's total development
   d. followup on the child's behavior and progress
   e. revise or make new plans as the situation changes

4. Work with staff:

   a. to increase their understanding of:

      1) problems and needs common to children at different age levels
      2) causes underlying various kinds of behavior
      3) methods of helping each child develop desirable behavioral patterns
      4) essential differences among pupils and their educational implications

   b. to help them interpret data on cumulative records in regard to standardized tests, class placement, and personality and behavior evaluations

5. Participate to orientation of staff to services provided by the counseling consultant and other members of the Division of Pupil Personnel Services.

6. Assist in preparation for and/or the conduct of group guidance activities in the classroom.

7. Make referrals to other members of the Pupil Personnel Services staff and coordinate this service in school.

8. Communicate with junior high school counselors about elementary school children entering their schools.

9. Participate in consideration of curriculum, program community, and school impact on children.

10. Keep principal informed of his activities.

Pupil Relations

The counseling consultant will develop a program which will foster learning in children and their healthy growth and development. Therefore, he will:

11. Analyze pupil progress, development, and placement through
    a. teacher assessments
    b. review of records (cumulative, health, counseling)
    c. observations of pupil behavior and attitude in school settings
    d. administration of tests to an individual child when needed
    e. conferences with pupils when needed
    f. conferences with parents when needed

12. Counsel individual pupils and groups of pupils.

13. Confer with parents (alone or with other staff members) to interpret studies of child, to assist them in gaining better understanding of their child and their role in the child's development, and to cooperatively develop plans to enhance the child's development, or for solving the pupil's difficulty.

14. Act as liaison between the school and agencies outside, making referrals to them, reporting to them, or receiving reports from them which can be translated into school action.

15. Provide a continuing followup of all individuals referred, to check progress and/or to suggest further means of help.

16. Keep records of activities, plans for pupils, and outcomes.

General

17. Participate in PTA and other organizations' meetings to interpret the Counseling Consulting Program.

18. Cooperate to organize or participate in educational programs for parents.

19. Participate in meetings called by the Director of Pupil Personnel Services.

20. Keep abreast of professional literature in his field.

21. Perform special assignments requested by the principal and the Director of Pupil Personnel Services.

22. In all cases, these functions and their applications are subject to approval and change by the Superintendent of Schools.

APPENDIX G

Port Chester, New York, Public Schools

THE SCHOOL NURSE-TEACHER

The basic responsibility of the School Nurse-Teacher is to help each child maintain a condition of total well-being so that he can perform in his optimum in the academic climate of the school.

The responsibilities of the Nurse-Teacher shall be:

I. Health Supervision

   A. Attend to first aid needs and emergency care.

      1. Notify parent in case of sudden illness or accident while in school.

      2. Make certain that the ill or injured child gets home or is placed in the care of the person designated by the parent. Preferably this transfer should take place at school.

      3. Carry out possible assignments for after-school and other scheduled activities.

II. Health Appraisal

   A. Assist school physician with the health appraisal procedures.

      1. Assist with additional examinations required for athletic activities.

   B. Notify parents of health defects, and follow-up by means of phone, letter, or home visit.

   C. Administer vision, color perception, hearing, weight and measure screening procedures.

   D. Record all information pertinent to child's health on health card; record emergency accidents promptly. Health information includes illnesses, treatment, home visits, teacher observation, etc.

   E. Write monthly reports and submit to Nurse Supervisor.

III. Health Education

   A. Consult with teacher regarding individual child's health needs.

   B. Provide health materials for classroom instruction, bulletin boards, etc.

C. Conduct health lectures and discussion with classes.

D. Utilize child's visit to Health Room, whether for emergency or casual observation, as opportunity to impart health and/or safety education.

E. Work closely with all Principals, Counselors and Teachers regarding health education within schools assigned.

  1. Regarding first aid, teach what to do as well as what not to do.

IV. Pupil Personnel Staff Cooperation

A. Work with Attendance Teacher to improve attendance patterns of children.

B. Work with Social Service Teachers to investigate and follow-up on children whose health conditions warrant this measure.

C. Work closely with Counselors, Psychologists, Speech Correction Teachers and Dental Hygienists.

V. Parental and Community Contact

A. Relate and interpret health needs to parents.

B. Guide parents in finding health resources when needed.

C. Serve as a liaison between the school, the home and the community in matters pertaining to health of pupils and staff.

VI. Follow-Through Procedures

A. Acquaints parents with the significant findings of all health appraisal procedures.

B. Counsels with parents to: interpret health appraisal findings and help them plan a suitable course of action, acquaint parents with professional resources for diagnosis and treatment, assist in interpretation of professional recommendations.

C. Counsels with pupils to: interpret appraisal findings, help pupil to accept personal responsibility for treatment or for modification of health practices, impart basic health knowledge related to problem.

D. Confers with other pupil personnel staff to: share and interpret pertinent health appraisal findings and professional recommendations, plan jointly for effective utilization of school and community resources to meet needs of the individual child.

E. Confers with classroom teachers and other school personnel to: share and interpret pertinent health appraisal findings, assist in the development of plans for modification of school program on the basis of health appraisal findings or professional recommendations, plan for periodic review of such modifications.

F. Confers with personnel in community agencies to: interpret health needs of pupils for which community planning is necessary, assure utilization of existing resources, coordinate follow-through activities of home, school, and community.

APPENDIX H

Port Chester, New York, Public Schools

SCHOOL PSYCHOLOGIST

The School Psychologist shall be responsible directly to the Director of Pupil Personnel Services for a broad range of services essential to an understanding of the pupil. The Psychologist services supplement the contribution of the teacher, the other school personnel, and enable them to do a better job of educating the pupil.

The School Psychologist shall:

1. Assist other school administrative and teaching personnel in the development of the best possible learning climate and a sound mental health program.
2. Examine children, by individual psychological tests, for ungraded classes, classes of mentally retarded or gifted children and other special classes in which general or special mental abilities of the pupils are the main factors.
3. Diagnose learning difficulties of children and suggest remedial measures to help children overcome difficulties.
4. Investigate causes of personality and social maladjustments.
5. Confer with teachers, counselors, principals, and parents in regard to the learning and behavior problems of children.
6. Give pupils individual instruction in overcoming learning difficulties or social maladjustments.
7. Work as a team with other Pupil Personnel Service members in reaching a better understanding of a pupil.
8. Evaluate and refer through the Director to the Psychiatrist students with more severe learning impediments, for diagnosis and recommendations; such psychiatric referral is the joint responsibility of Principal, Director, and Psychologist.
9. Serve as liaison to the Consulting Psychiatrist.
10. Assist the Director in the development and conducting of the standardized test program.
11. Act as a consultant on problems of curriculum and other specialized areas.

12. Assist in the grouping of children to meet individual needs.

13. Maintain liaison with Mental Hygiene Clinics, other schools and community resources for therapeutic services.

14. Report monthly to the Director on the psychological services within the school system and prepare annual report of psychological services.

APPENDIX I

Cincinnati, Ohio, Public Schools

VISITING TEACHER

The Visiting Teacher is a specialist in the area of Pupil Services. He is housed in a Social Service Center, is assigned a school(s) for which he is responsible, and works under the direct supervision of his coordinator.

The visiting teacher has the responsibility to (1) enforce the compulsory education laws of the state; (2) enforce the child labor laws; and (3) assist in facilitating the adjustment of pupils referred to him by working cooperatively with the school, home, and community agencies.

The visiting teacher, in fulfilling his responsibility, must carefully evaluate and assimilate all pertinent information concerning the pupil referred to him before developing and executing a plan of action. It is, therefore, necessary for the visiting teacher to establish relationships in one or more of the following areas:

I. Relationship with the Pupil

It is very necessary that the visiting teacher establish a positive relationship with the pupil which will permit a reasonable evaluation of those negative characteristics evident in his school or social adjustment. A continuing relationship between the visiting teacher and the pupil is most desirable; however, the needs of the individual pupil must always be the determining factor. The following are problem areas in which referrals to the visiting teacher may be advantageous.

A. A pupil who is irregular in attendance, truant, or chronically tardy.

B. A pupil who is failing to adjust to a group situation because he is:

  * Agressive toward other pupils or school personnel;

  * Withdrawn or finds it difficult to form relationships;

  * Sullen and resentful toward authority of the teacher;

  * Lies, cheats, or destroys property.

II. Relationships with Parents

The visiting teacher must make every effort to define the pupil's problem to the parents in such a manner as to elicit their utmost cooperation. A plan for continual communication should be developed at the outset. Significant aspects of working with parents may include:

A. Assist the parents in better understanding the educational program as it relates to their child.

B. Assist the parents in clarifying their own feelings and attitudes toward the child and to understand how such affects the child.

C. Assist the parents in understanding and accepting the child's problem and the need for their involvement in resolving it.

D. Preparing the parents to accept a referral to an appropriate community agency when it has been determined that the problem is beyond the scope of school services.

III. Relationships with School Personnel

The visiting teacher works cooperatively with all school personnel who may require his special skills in effecting plans for the adjustment of individual pupils. The visiting teacher in his relationship with other school personnel must appreciate:

A. The principal, as the chief administrative officer, is responsible for all pupils assigned to his school. Therefore, he should be aware of those pupils for whom special assistance is required. Requests for aid are generally made by the principal or a duly authorized person. This practice will fluctuate at the secondary level with the presence of additional administrative and counselling personnel. The visiting teacher can assist the principal by being available for consultation on specific pupil personnel problems which may eliminate the need for referrals.

B. The teacher's role is of primary importance in any plan concerning the adjustment of a pupil. The visiting teacher has the responsibility to share with the teacher all pertinent information he has acquired which will aid in resolving the pupil's problem. The teacher must be made aware of the total plan which has been developed with parents, agency, etc.

C. The visiting teacher has the responsibility to cooperate with other special services within the school system, such as psychologists, school nurse, school physician, psychiatrist, 139

counselors, etc. As a member of the school team, his responsibility will vary depending upon the nature of the problem and the degree of involvement of other disciplines.

IV. Relationships with Community Agencies

The visiting teacher has the knowledge of and appropriately uses the available community resources. The visiting teacher having such knowledge can be of invaluable assistance to other school personnel in making proper referrals to agencies. The visiting teacher may also acquaint agency personnel with the organization and function of the schools as it relates to the children and families they are serving. The visiting teacher assumes a most important role of establishing adequate communication between the school and agency once a casework relationship has been established.

The foregoing outline very briefly explains the major functions of the visiting teacher services, and in no way encompasses the many techniques necessarily employed by the visiting teacher to bring about a satisfactory adjustment of an individual child.

APPENDIX J

Lexington, Massachusetts

SPEECH AND HEARING THERAPIST

The Speech and Hearing Therapist is professionally trained in the art and science of speech pathology and the multiple needs of the hearing handicapped. The focus of concern is on the kind of speech and hearing symptom and the kind of individual who has the speech and/or hearing handicap. The Speech and Hearing Therapist works under the professional supervision of the Director of PPS and the administrative supervision of the principal of each building. He:

1. Conducts speech and hearing sessions with either individuals and/or groups of youngsters with either speech, language, or hearing problems that may interfere with their personal, social adjustment, or inhibit their ability to learn.

2. Evaluates speech and language of second graders and those youngsters in other grades who are referred.

3. Functions as consultant to school and nonschool personnel about speech and hearing development, defects and treatment that will bring about an understanding and awareness of the needs of the speech and hearing handicapped.

    a. Serves as consultant to principals, teachers, and parents on the specific needs of the speech and hearing handicapped.
    b. Consults with administrators to help develop programs and settings which encourage speech development and provide maximum benefits for the speech handicapped, hard of hearing and deaf student.
    c. Consults with clinics and makes referrals to outside speech resources when necessary.
    d. Consults with other members of PPS, such as school counselors, nurses, and psychologists to share information about youngsters receiving therapy.
    e. Participates in conferences with junior and senior high school staff in regard to students with speech and hearing problems.
    f. Orients the community to the role of the speech therapist and his service.

4. Conducts a community pre-school testing clinic for youngsters suspected by their parents of having speech difficulty.

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5. Engages in research that will lead to improvement of effectiveness of the program.

6. Provides teachers with supplementary instructional materials and assists them in their use.

7. His role is subject to approval and change by the Superintendent of Schools.

APPENDIX K

Port Chester, New York, Public Schools

CONSULTING PSYCHIATRIST

The Consulting School Psychiatrist shall be responsible directly to the Director of Pupil Personnel Services.

The Consulting Psychiatrist shall:

1. Examine children referred to him through the Director.
2. Work as a team with the school psychologists, social worker, counselors, and school nurse teachers in reaching a better understanding of a pupil.
3. Diagnose learning difficulties of children and suggest remedial measures.
4. Investigate causes of personality and social maladjustments and make recommendations.
5. Meet with parents when necessary and advise them of remedial measures to take.
6. Advise Principals and teachers in remedial measures to be used in helping children overcome difficulties.
7. Work closely with Head School Physician on any cases needing his consultation.
8. Work closely with Mental Hygiene Clinic at United Hospital.
9. Meet yearly with the Principals and Directors to interpret the function of the school psychiatric program and make recommendations.
10. Report to the Director on all cases and submit a yearly report of activities.